DOCUMENT RESUME

ED 311 288 CE 053 381

TITLE	Hearings on the Issue of National Service. Joint Hearings before the Subcommittees on Elementary, Secondary, and Vocational Education; Postsecondary Education; Human Resources; Select Education; and Employment Opportunities of the Committee on Education and Labor. House of Representatives, One Hundred First Congress, First Session (March 15, April 19, and June 28, 1989).
INSTITUTION	Congress of the U.S., Washington, D.C. House Committee on Education and Labor.
PUB DATE	89
NOTE	541p.; Serial No. 101-30. Document contains some small, light type.
AVAILABLE FROM	Superintendent of Documents, Congressional Sales Office, U.S. Government Printing Office, Washington, DC 20402.
PUB TYPE	Legal/Legislative/Regulatory Materials (090) -- Viewpoints (120)
EDRS PRICE	MF02/PC22 Plus Postage.
DESCRIPTORS	College Programs; Disadvantaged Youth; Federal Aid; *Federal Legislation; *Federal Programs; Hearings; *Job Training; Postsecondary Education; *Public Service; Secondary Education; Voluntary Agencies; *Volunteers; *Volunteer Training
IDENTIFIERS	Congress 101st; *National Service

ABSTRACT

This document reports the testimony and prepared statements of witnesses at two Congressional hearings on the issue of national service. Witnesses included representatives to Congress from Michigan, Connecticut, Oklahoma, Maryland, and California; directors of state voluntary agencies; chief administrators of colleges and universities; volunteers; students; and guidance officials. Testimony centered on the possibility of passing legislation to create a National Service organization that would enable young people, especially disadvantaged youth, to serve their country as volunteers while learning skills and earning a chance for further training and education. Concerns of some witnesses centered on whether such legislation would replace student aid and thereby jeopardize college funding, and whether a large bureaucracy would be created, while individual youth efforts are already in place and are more effective. Others were supportive of the broad idea but cautious about the wording and implementation of such legislation. (KC)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

ED311288

HEARINGS ON THE ISSUE OF NATIONAL SERVICE

JOINT HEARINGS

BEFORE THE

SUBCOMMITTEES ON ELEMENTARY, SECONDARY, AND VOCATIONAL EDUCATION; POSTSECONDARY EDUCATION; HUMAN RESOURCES; SELECT EDUCATION; AND EMPLOYMENT OPPORTUNITIES

OF THE

COMMITTEE ON EDUCATION AND LABOR
HOUSE OF REPRESENTATIVES

ONE HUNDRED FIRST CONGRESS

FIRST SESSION

HEARINGS HELD IN WASHINGTON, DC, MARCH 15; APRIL 19; AND JUNE 28, 1989

Serial No. 101-30

Printed for the use of the Committee on Education and Labor

BEST COPY AVAILABLE

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)
☑ This document has been reproduced as received from the person or organization originating it
☐ Minor changes have been made to improve reproduction quality
- Points of view or opinions stated in this document do not necessarily represent official OERI position or policy

CE053381

U.S. GOVERNMENT PRINTING OFFICE
19-864
WASHINGTON : 1989

For sale by the Superintendent of Documents, Congressional Sales Office
U.S. Government Printing Office, Washington, DC 20402

COMMITTEE ON EDUCATION AND LABOR

AUGUSTUS F. HAWKINS, California, *Chairman*

WILLIAM D. FORD, Michigan
JOSEPH M. GAYDOS, Pennsylvania
WILLIAM (BILL) CLAY, Missouri
GEORGE MILLER, California
AUSTIN J. MURPHY, Pennsylvania
DALE E. KILDEE, Michigan
PAT WILLIAMS, Montana
MATTHEW G. MARTINEZ, California
MAJOR R. OWENS, New York
CHARLES A. HAYES, Illinois
CARL C. PERKINS, Kentucky
THOMAS C. SAWYER, Ohio
DONALD M. PAYNE, New Jersey
NITA M. LOWEY, New York
GLENN POSHARD, Illinois
JOLENE UNSOELD, Washington
NICK JOE RAHALL II, West Virginia
JAIME B. FUSTER, Puerto Rico
PETER J. VISCLOSKY, Indiana
JIM JONTZ, Indiana
KWEISI MFUME, Maryland

WILLIAM F. GOODLING, Pennsylvania
E. THOMAS COLEMAN, Missouri
THOMAS E. PETRI, Wisconsin
MARGE ROUKEMA, New Jersey
STEVE GUNDERSON, Wisconsin
STEVE BARTLETT, Texas
THOMAS J. TAUKE, Iowa
RICHARD K. ARMEY, Texas
HARRIS W. FAWELL, Illinois
PAUL B. HENRY, Michigan
FRED GRANDY, Iowa
CASS BALLENGER, North Carolina
PETER SMITH, Vermont

SUBCOMMITTEE ON ELEMENTARY, SECONDARY, AND VOCATIONAL EDUCATION

AUGUSTUS F. HAWKINS, California, *Chairman*

WILLIAM D. FORD, Michigan
GEORGE MILLER, California
DALE E. KILDEE, Michigan
PAT WILLIAMS, Montana
MATTHEW G. MARTINEZ, California
CARL C. PERKINS, Kentucky
CHARLES A. HAYES, Illinois
THOMAS C. SAWYER, Ohio
MAJOR R. OWENS, New York
DONALD M. PAYNE, New Jersey
NITA M. LOWEY, New York
GLENN POSHARD, Illinois
JOLENE UNSOELD, Washington
NICK JOE RAHALL II, West Virginia

WILLIAM F. GOODLING, Pennsylvania
HARRIS W. FAWELL, Illinois
FRED GRANDY, Iowa
PETER SMITH, Vermont
STEVE BARTLETT, Texas
STEVE GUNDERSON, Wisconsin
THOMAS E. PETRI, Wisconsin
MARGE ROUKEMA, New Jersey
E. THOMAS COLEMAN, Missouri

BEST COPY AVAILABLE

Subcommittee on Postsecondary Education

PAT WILLIAMS, Montana, *Chairman*

WILLIAM D. FORD, Michigan
MAJOR R. OWENS, New York
CHARLES A. HAYES, Illinois
CARL C. PERKINS, Kentucky
JOSEPH M. GAYDOS, Pennsylvania
GEORGE MILLER, California
NITA M. LOWEY, New York
GLENN POSHARD, Illinois
AUGUSTUS F. HAWKINS, California (Ex Officio)

E. THOMAS COLEMAN, Missouri
WILLIAM F. GOODLING, Pennsylvania
MARGE ROUKEMA, New Jersey
THOMAS J. TAUKE, Iowa
STEVE GUNDERSON, Wisconsin
PAUL B. HENRY, Michigan

Subcommittee on Human Resources

DALE E. KILDEE, Michigan, *Chairman*

THOMAS C. SAWYER, Ohio
JOLENE UNSOELD, Washington
NITA M. LOWEY, New York
GLENN POSHARD, Illinois
AUGUSTUS F. HAWKINS, California (Ex Officio)

THOMAS J. TAUKE, Iowa
E. THOMAS COLEMAN, Missouri
FRED GRANDY, Iowa

Subcommittee on Select Education

MAJOR R. OWENS, New York, *Chairman*

MATTHEW G. MARTINEZ, California
DONALD M. PAYNE, New Jersey
JAMES JONTZ, Indiana
AUGUSTUS F. HAWKINS, California (Ex Officio)

STEVE BARTLETT, Texas
CASS BALLENGER, North Carolina
PETER SMITH, Vermont

Subcommittee on Employment Opportunities

MATTHEW G. MARTINEZ, California, *Chairman*

PAT WILLIAMS, Montana
JAIME B. FUSTER, Puerto Rico
KWEISI MFUME, Maryland
AUGUSTUS F. HAWKINS, California (Ex Officio)

STEVE GUNDERSON, Wisconsin
PAUL B. HENRY, Michigan
PETER SMITH, Vermont

CONTENTS

Page

Hearings held in Washington, DC:

March 15, 1989 ... 1
April 19, 1989 ... 95
June 28, 1989 ... 287

Statement of:

Bonior, Hon. David E., a Representative in Congress from the State of Michigan ... 46
Briscoe, John, Director, PennSERVE; and Laura Lee Geraghty, Director, Minnesota Office on Volunteer Services ... 373
Clark, Todd, Constitutional Rights Foundation from Los Angeles; Michael Jones, graduate of Fremont High School, Los Angeles; Carol Kinsley, Springfield, Massachusetts Public Schools; Michele White, Springfield, Massachusetts Public Schools; Sandra O'Strander, student, Springfield, Massachusetts Public Schools; Gail Kong, Executive Director, New York City Volunteer Corps; and Professor Ira Harkavy, Director of Community Oriented Policy Studies, University of Pennsylvania ... 398
Cole, Dr. Johnnetta, of Spelman College; Dr. Edward Bloustein of Rutgers University; Dr. Robert Corrigan of San Francisco State University; Dr. Steven Altman of Texas A&I University; and Dr. W. Russell Todd of Norwich University ... 107
Kennelly, Hon. Barbara B., a Representative in Congress from the State of Connecticut ... 65
McCurdy, Hon. Dave, a Representative in Congress from the State of Oklahoma ... 24
Morella, Hon. Constance A., a Representative in Congress from the State of Maryland ... 78
Panetta, Hon. Leon E., a Representative in Congress from the State of California and Chairman, Budget Committee ... 2
Shanker, Albert, President, American Federation of Teachers; and Gerald McEntee, President, AFSCME ... 293
Stewart, Dr. Donald, President of the College Board and Ms. Regina Manley, Coordinator of Post Secondary Guidance, Chicago Public Schools ... 200
Taylor, Martien, of Yale University; Ms. Genevieve Lynch of the Volunteer Action Council, University of Richmond; Mr. Fred Azcarate, President, U.S. Student Association; and Mr. Wayne Meisel, Campus Outreach Opportunity League ... 230

Prepared statements, letters, supplemental materials, et cetera:

Altman, Dr. Steven, President, Texas A&I University, prepared statement of ... 168
Association of the United States Army, prepared statement of ... 515
Azcarate, Fred, President, U.S. Student Association, prepared statement of ... 248
Bloustein, Dr. Edward, President, Rutgers University, prepared statement with attachment ... 124
Bonior, Hon. David E., a Representative in Congress from the State of Michigan, prepared statement of ... 50
Briscoe, John A., Director, PennSERVE, prepared statement of ... 376
Child Welfare League of America, Inc., prepared statement of ... 505
Clark, Todd, Constitutional Rights Foundation, prepared statement of ... 402
Cole, Dr. Johnnetta, President, Spelman College, prepared statement of ... 111

Prepared statements, letters, supplemental materials, et cetera—Continued

Page

Coleman, Hon. E. Thomas, a Representative in Congress from the State of Missouri, prepared statement of ... 100

Corrigan, Dr. Robert, President, San Francisco State University, prepared statement of ... 149

Council of Chief State School Officers, prepared statement of ... 509

Eberley, Donald J., Executive Director, National Service Secretariat and the Coalition for National Service, prepared statement of ... 520

Generations United, prepared statement of ... 501

Geraghty, Laura Lee, Director, Minnesota Office on Volunteer Services, prepared statement of ... 389

Harkavy, Professor Ira, Director of Community Oriented Policy Studies, University of Pennsylvania, prepared statement of ... 486

Hawkins, Hon. Augustus F., a Representative in Congress from the State of California, prepared statement of ... 97

Janger, Stephen A., President, Close Up Foundation, prepared statement of ... 527

Jones, Michael, graduate of Fremont High School, Los Angeles, prepared statement of ... 418

Kennelly, Hon. Barbara B., a Representative in Congress from the State of Connecticut, prepared statement of ... 69

Kinsley, Carol, Springfield, Massachusetts Public Schools, prepared statement with attachment ... 426

Kline, Frederick S., President, Society for Excellence in Education, prepared statement of ... 273

Kong, Gail, Executive Director, New York City Volunteer Corps, prepared statement of ... 467

Lynch, Genevieve, Volunteer Action Council, prepared statement of ... 232

Manley, Regina, Coordinator of Post Secondary Guidance, Chicago Public Schools, prepared statement of ... 215

Martinez, Hon. Matthew G., a Representative in Congress from the State of California:
  Prepared statement of April 19, 1989 ... 105
  Prepared statement of June 28, 1989 ... 291

McCurdy, Hon. Dave, a Representative in Congress from the State of Oklahoma, prepared statement of ... 29

McEntee, Gerald W., President, AFSCME, prepared statement with attachment ... 309

Morella, Hon. Constance A., a Representative in Congress from the State of Maryland, prepared statement of ... 81

National Association of Independent Colleges and Universities, prepared statement of ... 280

O'Strander, Sandra, student, Springfield, Massachusetts Public Schools, prepared statement of ... 460

Panetta, Hon. Leon E., a Representative in Congress from the State of California, prepared statement of ... 6

Shanker, Albert, President, American Federation of Teachers, prepared statement of ... 296

Stanford Project on National Service, prepared statement of ... 274

Stewart, Dr. Donald, President, The College Board, prepared statement of ... 204

Taylor, Martien, Yale University:
  A Declaration From Philadelphia ... 267
  Prepared statement of ... 240

Todd, Dr. W. Russell, President, Norwich University, prepared statement of ... 184

White, Michele Lazarchick, Springfield, Massachusetts Public Schools, prepared statement of ... 454

JOINT HEARINGS ON THE ISSUE OF NATIONAL SERVICE

WEDNESDAY, MARCH 15, 1989

House of Representatives,
Subcommittees on Elementary, Secondary, and Vocational Education; Postsecondary Education; Human Resources; Select Education; and Employment Opportunities,
Committee on Education and Labor,
Washington, DC.

The subcommittees met, pursuant to notice, at 9:35 a.m., in Room 2175, Rayburn House Office Building, Hon. Augustus F. Hawkins [Chairman] presiding.

Members present: Representatives Hawkins, Williams, Martinez, Perkins, Hayes, Sawyer, Miller, Owens, Lowey, Poshard, Jontz, Grandy, Smith, Bartlett, Gunderson, Ballenger, Panetta, McCurdy, Bonior, Kennelly and Morella.

Staff present: Eugene F. Sofer, budget counsel; Richard P. Jerue, staff director, Subcommittee on Postsecondary Education; Jillian G. Evans, legislative analyst, Subcommittee of Select Education; Beth B. Buehlmann, minority education coordinator; Mary Gardner Clagett, minority staff member; and Michael Lance, minority professional staff member.

Chairman **Hawkins**. The Education and Labor Committee is called to order.

This morning we convene for a joint hearing of five subcommittees of the Education and Labor Committee on the issue of National Service.

The subcommittees involved are Elementary, Secondary and Vocational Education; Postsecondary Education; Human Resources; Select Education; and Employment Opportunities.

Each has jurisdiction over some aspect of the National Service issue. I also want to note that the Democratic members of the committee have set up an informal task force on this issue, which is chaired by Representative Ford. I also invite the minority to do likewise.

The purpose of this hearing is to hear from Members of the House who have bills pending before our committee on this issue. I anticipate additional hearings as the committee moves for writing a comprehensive National Service bill.

I do want to briefly note some concerns of mine. First, I'm very leery of tying service to student financial aid programs.

Second, I want to insure that service is accompanied by training and education, where necessary.

Third, I think we want to insure that any service bill leaving this committee has strong antidisplacement provisions as well as other labor protections.

Finally, in an era of budget restraint, I would not want to see a large Federally-supported service program that drains scarce resources from other existing high priority programs.

We are very pleased at this time to welcome to the committee, because of the limited amount of time and because of the urgency with which he is called to other duties, our very distinguished chairman of the Budget Committee, and colleague in the House, Mr. Leon Panetta.

STATEMENT OF HONORABLE LEON PANETTA, CHAIRMAN, BUDGET COMMITTEE

Mr. Panetta. Mr. Chairman, thank you very much. I appreciate the opportunity to testify.

I want to particularly thank Dave McCurdy, who has allowed me to precede him because I have to return to negotiations with the Administration on the fiscal year 1990 budget to determine whether we have resources to do anything for the future.

So for that reason, I thank both Mr. McCurdy as well as the Committee for allowing me this opportunity.

I would like my statement to be made a part of the record, Mr. Chairman. I would just briefly summarize my thoughts with regard to youth service.

This is obviously an issue whose time has come in terms of the national debate. I introduced a youth service bill back in 1984 that is very similar to the bill that is currently before the House.

There are a number of bills that have been introduced. Obviously, the President's attention to this issue, I think, has focused all of our attention to the issue of National Service.

I think all of us recognize—and it becomes kind of a cliche to keep saying it—that our greatest national resource is our children and our youth.

I guess we never really stop to think of what that means. What it basically means is exactly that—that they are our resource for the future. They are our future.

President Kennedy was wise enough to issue a call to duty to this country for service to the country. The youth responded, whether it was through the Peace Corps, or the Job Corps, or through the other programs that were established to bring youths into government and government service.

The problem we've had in the last few years is that the call from leadership has not been there. I think the incentive for service is still there in our young people. I think they want to do it. What we haven't had is that call to service.

That's essentially what is our responsibility. We've got to issue that call. There are three important reasons to do this.

Number one, we are, as all of you on this committee know, in particular, facing some serious youth unemployment problems in this country.

It's quite a commentary when the city of Washington has to issue a curfew with regard to 17 year olds. That tells you an awful lot about the generations that are being lost in this country today.

I think it's particularly important that we try to reach those 2.5 million disadvantaged youths, drop-outs, and kids who have really not had the opportunity to find some ability to contribute to their community and to public service.

Second, we've had some very serious cutbacks with regard to programmatic funds. Nobody knows it better in this room than Pat Williams, who has served on the Budget Committee, and has seen these programs hacked at time and time again.

The problem is that the resource has been cut back. The need has not been cut back. The need has grown. We have had to turn to other ways to try to meet the needs. Whether it's in health care or education, or in conservation or the environment, or child care, the need is still there.

So recognizing the limitations that we have—and I'm here to tell you that those limitations still exist with regard to Federal funding for many of these programs—the reality is that this youth service opportunity gives us a chance to try to help fill the gap in a very important way.

You hear a lot about a thousand points of light. Well, let me tell you that all of us need to recognize that unless we provide an incentive for people to work at these kinds of public service programs, we are just not going to be able to meet the needs of this country.

Lastly, there is, I think, an important service ethic that we have to emphasize in this country. We are a democracy. We extend important rights and liberties and freedoms to our citizens.

I think that in return we need to call them to duty to this country, to give something back to this country. We've lost sight of that over the last few years. I think that service ethic is an important one, and one that we need to resurrect in our society.

Lastly, in line with the resource problem, we're talking about some very cost-effective efforts here. If you look at the programs that we're talking about, for every dollar that we spent on many of these programs it returns almost $1.50 to $1.60 back in terms of savings because we are using the youth to perform these important services.

This approach that I have recommended in the legislation that I introduced here, on behalf of Representative Martinez and a number of others that have worked on this legislation over the years, H.R. 717, tries to build on programs that are working.

I'm not here to start a whole new program. I'm not here to start a whole new bureaucracy. I'm not here to tell you that there's some kind of magic out there that's going to take place.

I know the magic that's out there because it's been proven. We've got 50 programs that are in place now throughout this country at the state and local level.

We've got 50,000 kids who are part of those programs right now that are working at the community level, working at the state level as part of service programs.

We've gone out and seen those programs in action. They're working. Ask the kids who are a part of these programs. They're working.

What I want to do is build on these programs. We have got six state conservation programs that are in place right now, that are working and working successfully.

So the key here, in terms of legislation that we have introduced, is to build on those efforts. I do not want to establish any kind of new Federal bureaucracy. I basically want to build on state and local efforts to initiate these youth service programs because it's at the state and local level that they understand best their needs and how to meet those needs.

Second, we need to be sensitive to those needs and how best to address those needs. The people that are most sensitive about that are people at the local and state levels.

Lastly, although I know there are proposals that I think need to be looked at for a larger kind of national youth service, I think this has to be viewed as a transition step that is an important one to kind of test this idea to see whether it works; to see if the Federal Government can provide the right incentives.

What our bill does is to basically provide incentives to the local and state governments to continue what many of them are doing right now.

It is a combination of legislation that was introduced by Mo Udall, creating the Conservation Corps or the Youth Service Corps, or rather the American Conservation Corps, which has also been passed by the House and the Senate in the past.

It's an important bill. It basically provides funding for conservation work, preservation projects and national and state forests, and would be administered by the Agricultural and Interior Departments.

The youth service part of the program provides matching grants to state and local efforts. For example, for the 50 programs that are in place, they're spending roughly $150 million right now. We would basically match that funding for other communities to be able to develop similar programs.

Those programs would provide opportunities, as I said, for home health aides, child aides, hospital and social service agencies, and would be administered through ACTION.

The reason we use ACTION is because this is not what we would call a job training program. This is a service program to the community. ACTION is the one that has the best knowledge of how to try to administer those kinds of grants.

It would be open to youths between 16 and 25, year-round. They would receive a stipend of between 50 to 100 percent of the minimum wage.

It would provide a total benefits package—including scholarships and employment assistance—of at least 100 percent and not over 160 percent of the minimum wage.

It also includes very important non-displacement and non-duplication provisions to protect regular workers' jobs. We've had a lot of concerns raised on that issue. We have tried to provide those kinds of protections and have worked with AFSCME and a number of others to try to ensure that we have that kind of protection in our legislation.

We also include a commission to look at the broader issue of National Service based on proposals by Representatives Torricelli and Sikorski, to more fully look at the National Service issue.

We think we've covered the basic concerns that have been raised. This is legislation that moved out of the Martinez subcommittee of this committee last year.

I think it's been debated, it's been looked at. I urge all of you to look at it again because I think it could be a very important building block in trying to establish the right approach to youth service this year.

In conclusion, let me just say that I've got three sons and my oldest just came back from Kenya as a member of the Peace Corps, having served in Kenya for over two and a half years.

I can't describe to you the impact that providing that service had on him in terms of his call to duty and the kind of contribution that he feels is important as a citizen in this country.

I think we need to bring that same call to duty to other young people throughout this country. If we do that in an effective way I think we could have a much better country in the future.

Thank you, Mr. Chairman.

[The prepared statement of Hon. Leon E. Panetta follows:]

Statement of the
HONORABLE LEON E. PANETTA
16th Congressional District, California

Hearing on
NATIONAL YOUTH SERVICE
before the
COMMITTEE ON EDUCATION AND LABOR SUBCOMMITEES ON:

HUMAN RESOURCES, HON. DALE E. KILDEE, CHAIRMAN
POSTSECONDARY EDUCATION, HON. PAT WILLIAMS, CHAIRMAN
EMPLOYMENT OPPORTUNITIES, HON. MATTHEW G. MARTINEZ, CHAIRMAN
SELECT EDUCATION, HON. MAJOR R. OWENS, CHAIRMAN

March 15, 1989

Statement of the Hon. Leon E. Panetta Before the Subcommittees on Employment Opportunities, Human Resources, Postsecondary Education, and Select Education

Hearing on Youth Service

March 15, 1989

Mr. Kildee, Mr. Williams, Mr. Martinez, and Mr. Owens, members of the Subcommittees on Human Resources, Postsecondary Education, Employment Opportunities, and Select Education, I would like to thank you for inviting me to come before this joint hearing today on the issue of national youth service. The fact that such a hearing has been convened by these four subcommittees of the Education and Labor Committee, and that the Committee has established a Working Group on Youth Service, is an indication of how important this issue has become.

As you know, I have long been involved with this issue and recently introduced H.R. 717, the American Conservation and Youth Service Corps Act of 1989, along with 65 original cosponsors. This measure, which would establish a national program of matching grants to state and local youth service and conservation corps as well as education and training assistance, is based on two separate measures from the 100th Congress: Rep. Udall's H.R. 18, the American Conservation Corps Act, and my H.R. 460, the Voluntary National Youth Service Act. I am very pleased that my good friend and colleague, Rep. Martinez, Chairman of the Subcommittee on Employment Opportunities and a member of Committee's Working Group, who has always been a strong supporter, who guided the measure through his subcommittee last session, and who has scheduled field hearings on the bill for April, was among the original cosponsors. The bill's 89 current supporters also include two other Working Group members, Reps. Mfume and Fuster, as well as Reps. Coelho, Conte, Pepper, Sikorski, Morella, Jontz, and Gilman. I welcome this broad bipartisan show of support. In addition, I am delighted that my distinguished Senate colleague, Senator Dodd, introduced a companion measure, S. 322, and that the Senate Labor and Human Resources Committee has convened hearings similar to the one being held here today.

Youth service is an issue that is attracting more and more attention, both here in Congress and around the country. Already, thousands of young people are working full-time in over fifty full-time youth service and conservation programs throughout the states. Thousands more participate in these corps on a part-time basis, while many others are taking part in programs connected with their schools and colleges. Many of these programs are growing, and many other new ones are being created. Here in Congress, several youth service measures have already been introduced, as evidenced by my colleagues with whom I am pleased to testify today. I realize that this hearing is among the first steps in a process by which the Education and Labor Committee is planning to formulate a policy on youth service, and the Committee's involvement on this issue is welcomed. In addition, I am pleased that President Bush has expressed interest in this issue, and in fact included a proposal in his budget somewhat similar to H.R. 717.

I firmly believe that America's youth are the most precious natural resource we possess. However, our economy still often does not provide enough opportunity to find a productive and respectable place in society. Consequently, the lives of scores of young people have been damaged or destroyed by drugs, alcohol, and crime. Moreover, even many of those youth who are gainfully employed have turned increasingly inward, more concerned with making and spending money for personal gain than with the condition of their fellow person. We as a society are partly to blame for this lack of opportunity on the one hand and of social responsibility on the other, and we as a society can and must do something about this.

There are three important factors which seem relevant to the above concerns. First, while overall unemployment has been declining for some time, as of January 1, there were still nearly 2.5 million youth from 16 to 24 without jobs, and these comprised over 37% of all unemployed. While total national unemployment is now 5.5%, youth joblessness is twice that, 11%, with rates of 9.3% for whites, 13.6% for Hispanics, and 23.8% for blacks. While there are some indications that the employment picture for youth is improving, there is still a long way to go, and many of the newly-created jobs are still low-paying, low-potential service sector tasks.

Second, the tightening of federal purse strings over the past eight years has shifted the burden for social programs to states and localities, which simply do not have the resources to compensate for lost funding. The private sector, which was to step in and fill the gap, has certainly made contributions but has been unable to cover all the bases. Consequently, vital community services have been cut back significantly cut back in many areas. The large federal budget deficit still facing us means that this trend is unfortunately likely to continue.

Finally, the Carnegie Foundation for the Advancement of Teaching released a report a few years ago on the state of higher education that indicated a lack of creativity and civic responsibility among college students. While this trend is changing, and groups such as Campus Compact are actively encouraging college youth to do public-service work, the pressure of repaying student loans is forcing many graduates to pursue careers in which they will be guaranteed high salaries. Public service jobs are routinely bypassed for more lucrative private sector positions. A national voluntary youth service and conservation corps program, especially one with an education component such as is included in our amendment, could go a long way toward encouraging college students to do public-service work, during and after their formal education.

I raise these concerns today because I believe that a national youth service corps program of the type before you today would have a direct impact on all of these areas, and would be a key component of a system of national service. Such a program would be an innovative means of restoring lost social services to our communities and performing vital conservation tasks. It would also provide youth with a constructive alternative to unemployment, and to solely pursuing personal gain, that would serve as a powerful lesson in citizenship. I firmly believe that if we can demonstrate to our young people that society badly needs and values their services, we can go a long way towards relieving the problems outlined above. In addition, recent surveys have shown strong support for voluntary youth service among the

American people. For example, a Gallup poll taken in December, 1987, showed 83% favoring the establishment of a voluntary program allowing youth to enroll in either civilian or military service.

As you know, there is clearly a large number of pressing unmet human, social and environmental needs that could be met by a national youth service program. Richard Danzig and Peter Szanton, in their recent book, National Service: What Would It Mean?, estimated that up to 3.5 million positions could be filled by youth service workers each year to help fill the gaps without displacing current workers. These included over 1 million in education, over 700,000 in the health field, nearly 1.5 million in child care, over 165,000 in conservation and the environment, and 250,000 in criminal justice and public safety.

In addition to meeting many pressing needs, we will, by offering an opportunity to perform public service, meet the needs of many youth for a useful role in society and meaningful transition to adulthood. Millions of young volunteers and corps members have already discovered a greater sense of purpose and a renewed spirit of brotherhood through participation in community service projects. The value of such projects is evident to many young people. A recent survey in Minnesota found that approximately 75% of Minnesota high school students would support a statewide voluntary youth service program, and that about 50% would actually participate. When youth enthusiastically enroll in the California Conservation Corps, whose motto is "Hard Work, Low Pay, Miserable Conditions," they must clearly be involved for much more than the money, and participants gain at least as much as the recipients recipients of the services.

As I stated at the outset, state and locally initiated youth service programs such as the California corps have sprung up all over the country. At last count, there were 33 year-round state and local service and conservation corps and, including summer programs, a total of 50 in operation involving over 50,000 young people, and this number is growing rapidly. Although the scope and form varies considerably from one program to another, they all share a common dedication to the ideals of renewed activism, social responsibility and helping youth reach their potential.

In the 98th Congress, I first introduced the Voluntary National Youth Service Act, which would establish a program of matching grants to states and localities operating youth service programs. The Subcommittee on Employment Opportunities held hearings on this and on other youth service measures in September, 1985 and June, 1987. This bill would begin an incremental process of developing a nationwide voluntary youth service program dedicated largely to serving human and social needs. It would be well-complemented by an American Conservation Corps (ACC), a similar program of matching grants for federal and state conservation programs in a modern version of the New Deal's famed Civilian Conservation Corps. ACC bills were acted on by both the 98th and 99th Congresses. In the 98th, both the House and Senate passed ACC bills, but the measure was pocket-vetoed by the President. In the 99th, the House and Senate passed somewhat differing versions of the bill, and these could not be reconciled before Congress adjourned.

In the second session of the 100th Congress, Mr. Udall graciously consented to combine his ACC bill and my youth service measure into one unified proposal. Mr. Martinez held four hearings on this measure, dubbed the "Martinez-Panetta amendment to H.R. 18," last spring, and his subcommittee marked up and passed the amended version of H.R. 18 last October. Numerous changes and improvements were made during and after the amendment's consideration. Rep. Major Owens, the chairman of the Subcommittee on Select Education, the other Education and Labor panel with jurisdiction, sent a letter to Rep. Hawkins discharging the measure. However, neither the full Education and Labor Committee nor the Interior Committee had the opportunity to take up the measure before Congress adjourned.

Numerous changes and improvements were made during and after the amendment's consideration, and the free-standing bill being introduced now is the result of this process. The program to created by this bill would be called the American Conservation and Youth Service Corps, and will consist of an American Conservation Corps and Youth Service Corps. Each of these will be very similar to the programs that would have been established, respectively, by H.R. 18 and H.R. 460 in the 100th Congress. Both programs will be open to young people from 16 to 25 for year-round participation and from 15 to 21 only for the summer component. While open to all eligible youth, special efforts would be made to recruit and enroll those who are economically disadvantaged, as defined by the Job Training and Partnership Act. During their service in the program, participants must be directly paid at least 50%, and up to 110%, of the minimum wage. Their total benefits, however, must be at least 100% and not more than 160% of minimum wage, thereby guaranteeing that no program could provide a wage and benefits package below the minimum wage. The balance of these benefits would be provided under a new "Youth Skills Enhancement" section applying to both parts of the Corps, and which requires participating agencies to include a training and education component in their programs. The measure would also establish a national commission on youth service opportunities based on measures introduced by Reps. Torricelli and Sikorski.

To describe the programs in greater detail, the American Conservation Corps would operate both federal and state grant components. Work projects would include conservation of forests, public lands, and wildlife; revitalization of urban areas and preservation of historic and cultural sites; erosion and pest control, and development and maintenance of recreational sites; and energy conservation and production of renewable energy. The ACC would have separate portions operated by the Interior and Agriculture Departments. States would be required to provide a 50-50 match of federal funds, and to provide a mechanism for participation by local government and non-profit organizations.

Work programs under the Youth Service Corps could include opportunities in non-profit social service organizations, nursing homes, hospices, hospitals, schools, libraries, day care centers, parks, or state and local government agencies. Other service categories could include the rehabilitation or improvement of public facilities, literacy training, weatherization and basic repairs to low-income housing, and other energy conservation projects. While, as you can see, there is some overlap with ACC projects, YSC programs focus more on meeting human and social as opposed to environmental needs. In addition, the YSC will be administered through the ACTION agency, which oversees federal volunteer service programs, by a new Assistant Director created for this purpose. Unlike the Conservation Corps, this Assistant Director would, as in H.R. 460, be authorized to make matching grants not only to states but to localities as well to maximize local participation.

The Title on Youth Skills Enhancement, an important component shared by the Service and Conservation sections, significantly strengthens the education and training components of both H.R. 18 and H.R. 460. This title requires that all agencies and projects receiving assistance under this Act use at least 10% of available funds to provide in-service training and education, including remediation, basic skills enhancement, high school equivalency, and college classes. An additional 10% must be used for post-service educational assistance and training. The assistance provided can include vouchers, scholarships, grants, and adult education and skills classes. The Act also requires a skills assessment of all participants when they enroll as well as vocational counseling during service, and requires that any eligible youth who have dropped out of school enroll in a high school equivalency program in order to participate.

This title ensures that participating youth will receive not only valuable work experience and the opportunity to serve, but equally valuable education and training as part of their youth and conservation service, and they will therefore be able to build on and make the most of their term of service. In addition, job training programs under the Job Training and Partnership Act (JTPA) may refer eligible youth to the Corps, and JTPA and other current training and service providers may in turn participate.

Drop-out youth who are ineligible for the Conservation and Youth Service Corps shall be referred to relevant education and training systems, and State Job Training Coordinating Councils (SJTCC's) shall have a 30-day period for comments on applications submitted under both the Service and Conservation programs. A maximum of 15% of funds may be used for administrative purposes, and project and administrative funds for local programs must, except for a very small amount, be passed through. In addition, a maximum of 5% is set aside for part-time demonstration programs of no more than 15 hours per week. This takes account of the many such programs, especially those operating in schools and school districts, that are springing up around the country, and involving many more in community service projects.

To prevent the program from adversely affecting employment of current workers, extensive anti-displacement and non-duplication provisions modeled on those of the Community Service Renewal Act have been developed and included. I feel that these provisions, which were developed in cooperation with representatives of the American Federation of State, County, and Municipal Employees, provide ample protection for current and future workers from any possible displacement by youth service workers. Finally, the Commission on National Service Opportunities would provide a valuable opportunity to use the experience of these service and conservation programs to actively study the whole question of national service.

This youth service/conservation measure would lend needed support to existing programs to expand their scope, while encouraging other states and localities to launch new programs. The focus would be largely at the state and local levels, yet a national program would supply the coherence. This type of incremental approach, preserving and encouraging local autonomy and diversity, is the type favored by many youth service organizations, such as the National Association of Service and Conservation Corps, as the beginning of a national program. As I also mentioned, it is also similar to the approach embodied in the "Youth Entering Service" ("YES to America") Foundation included by President Bush in his budget. As proposed, this Foundation also envisions a system of matching grants for a variety of youth service and volunteer projects. I look forward to working with the President, and to those who support his idea in Congress, as this proposal is developed.

Mr. Chairmen, H.R. 717 would not create another job training program. While these are certainly very important, the Corps strongly emphasizes service, to communities, states, and our country. This call to service is not issued lightly, and it is the entire nation, in the long run, which stands to gain the most from the more outward-looking citizenry that would develop from such a program. A national conservation and youth service corps program would offer young adults a renewed opportunity to earn a sense of pride and self-respect, and fulfill many pressing national human, social, and environmental needs.

I fervently hope that the Working Group on Youth Service, and the Education and Labor Committee as a whole, will take timely action, build on extensive previous efforts, and include the American Conservation and Youth Service Corps as part of the national youth service package that it develops. I look forward to working with the Committee in this process and, again, thank you for the opportunity to appear before you today.

Chairman **Hawkins**. Thank you, Mr. Panetta, for a very good statement. Let me commend you and Mr. Martinez's leadership in this field.

You are proposing a new service program. However, we have a number of youth service programs that already exist, as you well know. Some like VISTA, or the Peace Corps at the Federal level, others such as the California Conservation Corps, that are state funded, and still others like the New York City Volunteer Corps, which locally gets funded.

In addition, there are a lot of private sector programs, Big Brother, Marc of Dimes and so on.

I'm wondering how your proposal will fit in with those service programs that are already in existence? Would you encourage them through incentives, or any way you provide some coordination which seems to be clearly lacking currently in connection with it? My question is not in any way to indicate opposition to your proposal.

In what way would your program affect the funding of the various existing programs? Obviously you would not want to rob Peter to pay Paul, meaning, of course, to take money away from student assistance or any of the other high priority programs in order to fund a new one.

Could you just briefly respond to that general question?

Mr. **Panetta**. Sure. First of all, this is not intended to replace those kinds of programs. I think the Peace Corps, Job Corps, and other service programs like that are important programs.

I think perhaps what we need is some better coordination with regard to those programs because I think oftentimes, it is a kind of hit and miss operation with regard to how the programs work.

What we need to do, I think, is to create some kind of second level on those programs.

The reason we've used ACTION here is because we think ACTION is the appropriate agency to provide that kind of coordination service to the community.

I don't want to do away with the role that ACTION currently performs because I think they do a good job. What we're trying to do here is to basically complement those other efforts by establishing grant programs as an incentive to state and local communities to try to develop the kind of programs that many of them have already developed.

These are programs that are developed at the local and state level to meet particular needs of their states and communities. They're working, and working effectively.

We want to provide some guidelines so that when we provide the money we know that these programs are going to work and meet certain minimum requirements.

We think that this is a program that can serve as a real partnership, if you will, with the state and local communities to give them that incentive to develop these kinds of youth programs.

The problem right now is that because of limited funding, I know at the Federal level, that the programs that are in place now have had some problems in terms of their ability to work effectively.

What we are trying to do is to build on programs that are working at the state and local level now. We know they're working. We've been there. We've seen those programs.

I just think it's important for us at the Federal level to build on those efforts.

I don't have to prove this case to anybody. All I need to do is tell this committee. We'll go out there and see the California Conservation Corps in action, go up to New York City and see the City Volunteer Corps in action in New York City.

Talk to the kids. Talk to the students. They're the first ones to tell you these programs work. They never thought they would work. Some of these kids went into these programs and said, "You know, this is not for me." Suddenly, in a few months they were a part of that community.

They were working in senior citizen centers. They were working in hospitals. They were working in environmental areas.

I just think that at the Federal level, if we could somehow provide an incentive for those kinds of efforts as a complement to everything else we do, I think it would be an important step forward.

Chairman Hawkins. Thank you. Mr. Grandy?

Mr. Grandy. Thank you, Mr. Chairman. I want to welcome our distinguished colleague from the Budget Committee, and formerly from the once-powerful Agricultural Committee. I guess he knows where the power is in this body now.

Mr. Panetta, let me ask you something that relates to a thousand points of light.

Is there anything in your bill that pulls in the private sector to participate, or cost-share, or in any way underwrite some of these community service types of programs?

I bring that up in the context of the Elementary, Secondary, and Vocational Education Subcommittee, which is currently looking at the reauthorization of the Carl Perkins Act.

It appears to me that if we are going to have a training mechanism and infrastructure in this country that is consistently going to retrain and reinvigorate skills, the Federal Government will not be able to do that alone, nor will state governments.

We are going to have to have some kind of community, business, labor, and industry coalition helping. What are the chances for getting the same kind of coalition to help states and communities underwrite these kinds of projects? Is there anything in your bill that would go specifically to that area?

Mr. Panetta. Well, I think they're very good in terms of chances to bring the private sector in. As a matter of fact, many of these local programs, particularly at the local community level, the city level, do involve the private sector.

To some extent, that's going to have to happen because don't forget, this is a matching program. This is not a program where we pick up the bill at the Federal level.

We are basically saying to local communities and to the states that in order for the Federal Government to come into this you've got to show us where your money is.

For them to do that, they have got to bring the private sector into the program. So the incentive here is not to say we're going to pick up the bill. The incentive is to say to a local community and to the state, "You develop the program, you come up with the funding, your share of the funding, and we'll help match it. But it's got to meet your needs and it's got to involve the kind of partnership that we think is important to try to advance these causes."

Specifically, is there a requirement here that they have to involve the private sector? No, but the reality is that that has to be the case.

Mr. Grandy. Let me ask you this: You have, according to the breakdown that we have, $152 million committed in the first year for this program.

Mr. Panetta. Right.

Mr. Grandy. Now I assume that on-going successful entities, like the California Conservation Corps would be able to apply for these funds.

Mr. Panetta. That's correct.

Mr. Grandy. What happens? Do they in any sense have a kind of priority over a state that perhaps has not designed a program like this? I mean, will the reality of the program be that larger states with existing programs will get a better shot at the monies, and states that are perhaps a little bit more tentative in their initiative on starting these kinds of programs will get left behind?

Will a lot of this money be immediately diverted into the ongoing programs, do you think?

Mr. Panetta. Well, I think right now what I sense, first of all, with regard to the American Conservation Corps, we're talking about a vast number of states that haven't even begun these programs but are looking at programs for conservation.

I think the incentive would be to target those kinds of states that would be developing these kinds of programs. Although, what we've done here is we've looked at the cost, and the overall costs of the existing programs are $150 million.

Don't forget again, this is a matching program. So roughly half of that—if you even were to fund the ones that were already in place—only half the funds that we have here would go to those programs that are already in place, with half being used to develop new programs, if in fact all of them were to apply for matching grants.

I'm not sure that's the case because some of these states have indicated that they would like to proceed on their own without getting matching grants, according to some of the people I've talked to.

I think the answer to your question is, I think there'll be a portion of it that will certainly go to the existing programs. I think the overwhelming majority of the funds will be used to initiate the programs.

Mr. Grandy. California Conservation Corps, have they approached you by saying we need some kind of Federal commitment to keep this program going? I mean, is there a certain needs base that drives some of this legislation? Are they running out of money in other words?

Mr. Panetta. Obviously, there are serious constraints, as you know, not only at the Federal level but we're seeing them at the state and local level as well, particularly local communities that are finding it difficult just to fill potholes in the street, much less deal with youth service programs.

So there is some concern that without additional incentives here they are not going to be able to maintain some of these programs.

Mr. **Grandy**. Let me ask one more question, if I could, and I appreciate you waiting for questions.

Is there a mechanism within your legislation that would allow regions to apply for monies? I live in the part of Iowa that adjoins Nebraska and South Dakota.

Much of the economic development in that area is shared among those three states. Unfortunately, when you apply for grants in Federal programs, you're usually limited on the basis of your state application.

Is there any mechanism within your legislation that would allow what is known in my area as Sioux land, a Tri-State coalition, to create a program for the same youths within a radius of, say, 200 miles, but would be shared by three states?

Mr. **Panetta**. I think as long as the program that they developed meets the requirements of the legislation in terms of the funding, the stipends, the kind of service, the age requirements that are provided here, I don't think we draw any distinction between whether it's a regional operation or a state and local operation.

Mr. **Grandy**. Thank you, Mr. Chairman.

Chairman **Hawkins**. The Chair would like to interrupt. Perhaps the Chair is remiss in not having established the time that the witness has.

My understanding is that the Budget Committee——

Mr. **Panetta**. I've got be on my way, Mr. Chairman.

Chairman **Hawkins**. Would you indicate what your time element——

Mr. **Panetta**. Like right now.

Chairman **Hawkins**. Right now?

Well, apologies to the other members. I feel somewhat remiss that I did not establish this earlier.

Since you're represented by Mr. Martinez, in any event, we will——

Mr. **Panetta**. Mr. Martinez can answer all the questions.

Chairman **Hawkins**. I think you are amply protected. With the permission of the other members, I would like to excuse the witness, and thank you again.

Mr. **Panetta**. Thank you.

Chairman **Hawkins**. Thank you. Mr. Martinez?

Mr. **Martinez**. I'm gratified for the confidence, but I'm not too sure it's well-placed.

If Mr. Panetta could just bear with us for a couple of minutes, I would really like to enter into a colloquy with him for just a couple of minutes.

Mr. **Panetta**. Well.

Mr. **Martinez**. How about one minute?

Chairman **Hawkins**. Well, if you wish to impose on him, and he's willing to be imposed on, it's okay. But I thought we had established that he's due elsewhere. Since we're very much interested in the Budget Committee ourselves——

Mr. MARTINEZ. I think if we're going to be successful in the long-run we need to——

Chairman HAWKINS. Let's be very kind and see if we can't cut that time——

Mr. MARTINEZ. To one minute?

Chairman HAWKINS. Please.

Mr. MARTINEZ. All right. In the third paragraph of his opening statement, the Chairman alluded to his concerns about student financial aid, and ensuring that there is training and education, and that there is no displacement.

Very briefly, it's very important that the full committee understand that, especially in the area of displacement, we went to labor organizations that had those concerns and the displacement portion of this bill was actually written in conjunction and cooperation with them.

Of course, we've already taken into account the other concerns about financial aid programs. So would you elaborate a little bit on those things that you didn't highlight in your testimony?

Mr. PANETTA. Well, obviously, one of the concerns about the whole youth service approach is the concern about displacement of those who work at the local level now for county and state. It's a legitimate concern. We don't in any way want to try to replace those who in fact work in those jobs.

So what we've built in here is very strong language with regard to nondisplacement and nonduplication to ensure that those who have regular workers jobs in these communities will not in any way be displaced, but that the services that are going to be performed here are services that are not currently covered by employees at the local level.

We've gone through a lot of negotiation with AFSCME on these various provisions, as you know, and we've been able to get their support for most of the provisions that are part of this legislation.

I think it's legitimate to pay attention to that because the last thing we want to do is rob Peter to pay Paul with regard to jobs at the local level.

Mr. MARTINEZ. One last thing. It seems you've been working on this——

Chairman HAWKINS. The Chair interrupts at this time. I think we've gone quite beyond the point of being patient, Mr. Martinez. We promised the gentleman five minutes ago that we would excuse him.

Actually, Mr. Williams was the next person to be interrogating the witness and he has been forced to yield his time.

The Chair would take the prerogative and say that the witness is excused. But Mr. Martinez, you may continue to represent his interest.

Mr. MARTINEZ. Thank you, Mr. Chairman, I appreciate your indulgence.

Chairman HAWKINS. Mr. McCurdy, we welcome you to the committee this morning. We know that you're the author of a proposal that has received a great amount of attention.

We certainly want to commend you on your creativity. We want to also express appreciation to you for yielding to Mr. Panetta in order to make the hearing move ahead orderly. We look forward to your testimony.

STATEMENT OF THE HONORABLE DAVE McCURDY, REPRESENTATIVE, STATE OF OKLAHOMA

Mr. McCurdy. Thank you, Mr. Chairman. I will state categorically that after my nine years of service I've learned when to yield to a Committee Chairman, especially the Budget Committee Chairman, because of their pressing demands.

As a matter of fact, I'm a supporter of the Panetta legislation as well. I believe that the Chairman stated his case very well. As I proceed in my testimony I think the primary emphasis of national service will become clear.

I do appreciate, however, the indulgence of the Committee and the opportunity to testify today on H.R. 660 with a companion bill, Senate Bill Number 3 in the Senate, the Citizenship and National Service Act.

For the past several months, H.R. 660 has been the focus of a great deal of debate. It has gained so much attention because it is a radical departure from traditional service and education assistance programs.

It addresses many social concerns in a direct and, I believe, an effective manner. It requires a fundamental change in the way Americans view their role in society.

Most importantly, this plan offers citizenship and opportunity to our young people. The results of this debate have been very positive.

There's been useful input from community service groups, the educational community and the military. On Monday, the United States Jaycees endorsed this plan.

We've had the opportunity to hear the criticisms and consider their value. I'm well aware that no legislation as comprehensive as this is flawless when introduced.

With these constructive criticisms we are developing an effective proposal to best address the issue of national service.

National service presents a framework to effectively address many concerns. Among these are rising postsecondary tuition costs, the sky-rocketing default rates of student loans, the declining pool of youth available for military recruitment, the decreasing ability of many young Americans to purchase homes, and the multitude of social needs that must be met.

This country faces concerns with care of the elderly, illiteracy, health care, child care, and conservation efforts, just to name a few. The Citizenship and National Service Act is a way for individuals to serve their country's needs and earn something for themselves in return.

By serving for one or two years in community service, or two years in the Armed Forces, an individual can earn tax-free vouchers to defray college expenses, to pay for vocational or job training, or to use as a down-payment on a home.

By participating in a program such as this a young person can gain a sense of pride and civic responsibility. These are very important considerations.

However, the debate surrounding this issue doesn't revolve around whether or not civic duty and service to the nation are vital tenants of our society. Rather, the debate rests on what the terms of that National Service should be.

Mr. Chairman, I want to spare this committee my stump speech on national service. I've been giving it for a number of years now. Today I would like to present and address some of the criticisms that you've perhaps heard of this proposal.

One of the most frequently voiced concerns relates to the education title. Questions focus on the appropriateness of tying Federal education assistance to the performance of national service.

Quite frankly, we don't apologize for proposing a program with mutual obligation. Democracy is the cornerstone of our great nation, but it is not free.

For each right that is bestowed by Democratic principles, there's an obligation owed in return. Federal aid for education should be an earned benefit, not an entitlement. As an entitlement program, Federal college assistance has created a dilemma for many students who otherwise can't afford college. Since 1980, college costs have risen by about 40 percent while median family income has grown by only five percent. Simultaneously, the emphasis of Federal aid has shifted from grants and work-study to guaranteed student loans, which account for 66 percent of all aid today, as opposed to 21 percent in 1976. Since 1980, student indebtedness has increased by 60 percent. A new class of indentured students is being created. By the way, I went to college on a work-study program and an Air Force ROTC scholarship.

There are those who would argue that we need to work for changes within the existing framework of financial aid programs, and that the system in place is effective.

However, in the face of budget constraints, as was so eloquently stated by the previous witness, the very existence of Federal education assistance is threatened.

I believe it is time to seek a new solution. What we really need is a fundamental restructuring of the system. We have some real obstacles to overcome, and small adjustments aren't the answer.

H.R. 660 proposes a positive overhaul. By tying receipt of a Federal educational assistance to national service, this legislation allows students the possibility of financing their entire education without incurring debt, or certainly not as much debt.

It makes educational assistance an earned benefit through service to the nation. This legislation requires a change in our fundamental perception of Federal financial aid. I submit that it's time that we made that change.

The current financial aid programs are not reaching all those in need. From 1980 to 1986, the proportion of students from blue-collar families enrolling in college dropped by one fifth. Black enrollment dropped from 34 percent in 1976 to 25 percent in 1985. Hispanic enrollment declined from 36 percent to 27 percent. This trend must be reversed.

The Citizenship and National Service Act opens new doors of opportunities for these students. It affords many individuals the chance to gain a post-secondary education they might otherwise not be able to obtain. At the same time it increases the benefits available for those already planning to attend.

There have also been suggestions that this legislation targets low-income youths.

In addition to providing educational benefits for students from all economic backgrounds, the legislation also greatly improves opportunities for students from low- and middle-income families.

The average Pell Grant award today for fiscal year 1989 is $1,459.00. This means that an individual eligible for such a grant is likely to receive only $5,600 for four years of college. That amount covers less than 29 percent of the average tuition bill. Any additional Federal assistance would be in the form of loans. But the young people incurring this debt are those least able to repay. This is evidenced by the increasing student loan default rate. Last year, the student loan defaults cost the Federal Government $1.6 billion.

There have also been concerns expressed regarding the possible hardships this bill might place on nontraditional students.

One important point to remember is the flexibility of the Citizenship and National Service Act. Tying Federal financial assistance to national service is a constructive measure. It isn't meant to unfairly discriminate against nontraditional students. The bill contains language to allow individuals over the age of 25 the option of applying directly for guaranteed student loans without having performed national service.

There is also a provision to exempt individuals from service if they are deemed to show "compelling personal circumstances" or have a physical or mental handicap. Compelling personal circumstances include consideration for such things as age, family size or status, and income. For instance, if an individual is 18 years of age and has a child, then the Corporation for National Service would likely deem that person to have compelling personal circumstances. It would not be feasible for that young parent to perform national service and live on subsistence wages. This is just one example to show how the bill considers an individual's particular situation.

It's important to realize that this legislation doesn't eliminate all existing Federal financial aid programs. It simply narrows the eligibility criteria for those who may receive the funds.

Another concern relates to the time frame for implementation of this program.

The transition period is an important provision of the legislation. It allows for a five year phase-in period, during which time the program will run on a graduating scale. During this period, national service positions in local communities will be created and filled with volunteer applicants as they are available. If a position is not available, then an individual can apply for Federal assistance. This will be a period during which the program can build a strong base of support, and young people can plan ahead for participation in national service.

Many people have asked us, "What about the students who don't intend to pursue any form of postsecondary education?"

These individuals are often referred to as the forgotten half, and they have needs that are just as important as other young people. That issue is addressed through use of the voucher as a down-payment on a home. Home ownership is one of America's dreams, but it is becoming less of a financial reality for many young Americans.

From 1973 through 1987 the percentage of those under age 25 owning their own home decreased from 23.4 percent to 16.1 percent. The Joint Center for Housing Studies at Harvard University in its publication, *The State of the Nation's Housing in 1988* stated that "low home ownership rates for young adults are found in all regions of the country, not just the high-cost Northeast or West. The continuing high after-tax cash cost of home ownership and the growing rental payments burden are preventing renters in all regions of the country from accumulating the resources needed to make the down-payment and meet the initial year carrying costs of homes of their own."

The Citizenship National Service Act will make it possible for young Americans to overcome the greatest burden of home ownership. It will allow them to earn a voucher for a home down-payment. The legislation is a mechanism to assist the forgotten half in achieving what may be their greatest hope in life. It will help them own a home. National service can help meet the needs of these young people, and the opportunity should not be missed.

Another of the most frequently heard concerns relates to the effects this legislation would have on the Armed Forces.

The potential benefits of this legislation for the military are enormous. As we enter into the 1990s and beyond, the Armed Forces will be faced with a declining pool of available youth. This means that the military will need to recruit increasingly higher percentages of the available young adult population.

The GI bill has worked and will continue to work exceedingly well as a recruiting tool for the Armed Forces. I want to emphasize that H.R. 660 is not a replacement for that program. It is simply an additional enlistment benefit option. The military would be able to recruit larger numbers of young people in order to maintain and possibly strengthen its personnel needs.

Mr. Chairman, national service is an idea whose time has come. The principle is a solid one. I offer complete support of initiatives to encourage volunteer participation in kindergarten through the 12th grade. I believe that altruism is a quality which we must instill in our young people at a very early age. Part-time service also has its place. I believe Senator Mikulski's bill and Representative Bonior's companion bill in the House is a valuable piece of legislation. H.R. 660, however, goes one step further. It identifies sources of funding, which is the key to an effective piece of legislation in today's environment. Unlike the other bills proposed here today, when asked where funding will come from, we can point to identifiable sources of funding. That's an important factor.

In order to deal effectively with the issues facing our nation today, a broad structural change must be effected. It is simply not enough to hope for change. We must cause it to happen.

The Citizenship and National Service Act provides for the necessary motivating factors. The Citizenship and National Service Act proposes an effective means to address the national service question. I would encourage you to consider it favorably.

Lastly, Mr. Chairman, the Chairman did indicate some areas of concern in the legislation. I hadn't intended to cover those in the prepared statement, but I will indicate that we do have a very strong worker displacement provision in the legislation.

We also understand the importance of providing training to volunteers. In response to concerns over the linkage concept, I think I adequately addressed that fact. It's time for structural change if we want to provide the opportunities for Americans to receive education in this country today.

I thank the Chairman for the opportunity to testify, and will be most happy to answer any questions that there may be.

[The prepared statement of Hon. Dave McCurdy follows:]

Statement by Representative Dave McCurdy

Committee on Education and Labor

March 15, 1989

MR. CHAIRMAN, I appreciate having the opportunity to testify today on H.R. 660, the Citizenship and National Service Act.

For the past several months, H.R. 660 has been the focus of a great deal of debate. It has gained so much attention because it is a radical departure from traditional service and education assistance programs. It addresses many social concerns in a direct and effective manner. It requires a fundamental change in the way Americans view their role in society. Most importantly, this plan offers citizenship and opportunity to our young people.

The results of this debate have been very positive. There has been useful input from community service groups, the educational community, and the military. On Monday, the U.S. Junior Chamber of Commerce endorsed this plan. We have had the opportunity to hear the criticisms and consider their value. I am well aware that no legislation as comprehensive as this is flawless when introduced. With these constructive criticisms, we are developing an effective proposal to best address the issue of national service.

National Service

National service presents a framework to effectively address many concerns. Among these are rising postsecondary tuition costs, the skyrocketing default rates on student loans, the declining pool of youth available for military recruitment, the decreasing ability of many young Americans to purchase homes, and the multitude of social needs to be met. This country faces concerns with care of the elderly, illiteracy, health care, child care, and conservation efforts, to name a few. The Citizenship and National Service Act is a way for individuals to serve their country's needs and earn something for themselves in return.

By serving for one or two years in community service or two years in the Armed Forces, an individual can earn vouchers to defray college expenses, to pay for vocational or job training, or to use as a downpayment on a home. By participating in a program such as this, a young person can gain a sense of pride and civic responsibility. These are very important considerations.

However, the debate surrounding this issue doesn't revolve around whether or not civic duty and service to the nation are vital tenets of our society. Rather, the debate rests on what the terms of that national service should be.

National Service

MR. CHAIRMAN, I want to spare the committee my stump speech on national service. Today, I would like to present and address some of the criticisms of this proposal.

One of the most frequently voiced concerns relates to the education title. Questions focus on the appropriateness of tying federal educational assistance to the performance of national service. We don't apologize for proposing a program of mutual obligation.

Democracy is the cornerstone of our great nation, but it is not free. For each right that is bestowed by democratic principles, there is an obligation owed in return. Federal aid for education should be an earned benefit, not an entitlement.

As an entitlement program, federal college assistance has created a dilemma for many students who otherwise can't afford college. Since 1980, college costs have risen by about 40%, while median family income has grown by only 5%. Simultaneously, the emphasis of federal aid has shifted from grants and work-study to guaranteed student loans, which account for 66% of all aid today as opposed to 21% in 1976. Since 1980, student indebtedness has increased by 60%. A new class of "indentured students" is being created.

There are those who would argue that we need to work for changes within the existing framework of financial aid programs, that the system in place is effective. However, in the face of budget constraints that threaten the very existence of federal educational assistance, it is time to seek a new solution. What we really need is a fundamental restructuring of the system. We have some real obstacles to overcome, and small adjustments aren't the answer.

H.R. 660 proposes a positive overhaul. By tying receipt of federal educational assistance to national service, this legislation allows students the possibility of financing their entire education without incurring debt. It makes educational assistance an earned benefit through service to the nation. This legislation requires a change in our fundamental perception of federal financial aid. I submit that it's time we made that change.

The current financial aid programs are not reaching all of those in need. From 1980 to 1986, the proportion of students from blue collar families enrolling in college dropped by one-fifth. Black enrollment dropped from 34% in 1976 to 25% in 1985; Hispanic enrollment declined form 36% to 27%. This trend must be reversed.

The Citizenship and National Service Act opens new doors of opportunity for these students. It affords many individuals the chance to gain a postsecondary education who might otherwise not be able to do so. At the same time, it increases the benefits available for those already planning to attend.

There have also been suggestions that this legislation targets low-income youths.

In addition to providing educational benefits for students from all economic backgrounds, the legislation also greatly improves opportunities for students from low- and middle-income families. The average Pell grant award for fiscal year 1989 is $1,459. This means that an individual eligible for such a grant is likely to receive only $6,000 for four years of college. That amount covers less than 29% of the average tuition bill. Any additional federal assistance would be in the form of loans. But the young people incurring this debt are those least able to repay. This is evidenced by the increasing student loan default rate. Last year, student loan defaults cost the federal government $1.6 billion.

There have also been concerns expressed regarding the possible hardships this bill might place on non-traditional students.

One important point to remember is the flexibility of the Citizenship and National Service Act. Tying federal student financial aid to national service is a constructive measure. It isn't meant to unfairly discriminate against non-traditional students. The bill contains language to allow individuals over the age of 25 the option of applying directly for guaranteed student loans without having performed national service.

There is also a provision to exempt individuals from service if they are deemed to show "compelling personal circumstances" or have a physical or mental handicap. Compelling personal circumstances include considerations for such things as age, family size or status, and income. For instance, if an individual is 18 years of age and has a child, then the Corporation for National Service would likely deem that person to have compelling personal circumstances. It would not be feasible for that young parent to perform national service and live on subsistence wages. This is just one example to show how the bill considers an individual's particular situation.

It is important to realize that this legislation doesn't eliminate all existing federal financial aid programs. It simply narrows the eligibility criteria for those who may receive the funds.

Another concern relates to the time frame for implementation of this program.

The transition period is an important provision of the legislation. It allows for a five year phase-in period, during which time the program will run on a graduating scale. During this period, national service positions in local communities will be created and filled with volunteer applicants as they are available. If a position is not available, then an individual can apply for federal assistance. This will be a period during which the program can build a strong base of support, and young people can plan ahead for participation in national service.

Many people have asked us: "What about those who don't intend to pursue any form of postsecondary education?"

These individuals are often referred to as the "forgotten half," and they have needs that are just as important. That issue is addressed through use of the voucher as a downpayment on a home. Home ownership is one of the American dreams, but it is becoming less of a financial reality for many young Americans.

From 1973 to 1987, the percentage of those under age 25 owning their own home decreased from 23.4% to 16.1%. The Joint Center for Housing Studies of Harvard University in its publication, The State of the Nation's Housing 1988, stated that "lower homeownership rates for young adults are found in all regions of the country, not just the high-cost Northeast or West. The continuing high after-tax cash cost of homeownership and the growing rental payments burden are preventing renters in all regions of the country from accumulating the resources needed to make the downpayment and meet the initial year carrying costs of homes of their own."

The Citizenship and National Service Act will make it possible for young Americans to overcome the greatest burden to homeownership. It will allow them to earn a voucher for a home downpayment. The legislation is a mechanism to assist the "forgotten half" in achieving what may be their greates hope in life. It will help them own a home. National service can help meet the needs of these young people, and the opportunity should not be missed.

Another of the most frequently heard concerns relates to the effects this legislation would have on the Armed Forces.

The potential benefits of this legislation for the military are enormous. As we enter into the 1990's and beyond, the Armed Forces will be faced with a declining pool of available youth. This means that the military will need to recruit increasingly higher percentages of the available young adult population.

The G.I. Bill has worked and will continue to work exceedingly well as a recruiting tool for the Armed Forces. H.R. 660 is not a replacement for that program. It is simply an additional enlistment benefit option. The military would be able to recruit larger numbers of young people in order to maintain and possibly strengthen its personnel needs.

MR. CHAIRMAN, national service is an idea whose time has come. The principle is a solid one. I offer complete support of initiatives to encourage volunteer participation in kindergarten through the twelfth grade. I believe that altruism is a quality which we must instill in our young people at an early age. Part-time service also has its place. This legislation, however, goes one step further. It identifies sources of funding, which is the key to an effective piece of legislation. Unlike the other bills proposed here today, when asked where funding will come from, we can point to identifiable sources of funding. That's an important factor.

In order to deal effectively with the issues facing our nation today, a broad stuctural change must be affected. It is simply not enough to hope for change. We must cause it to happen. The Citizenship and National Service Act provides for the necessary motivating factor.

The Citizenship and National Service Act proposes an effective means to address the national service question. I would encourage you to consider it favorably.

Mr. **Owens**. I thank the gentleman for this testimony. I'd like to begin by asking you to please repeat for me what your sources of funding would be and what existing programs you'd be replacing.

Mr. **McCurdy**. Surely. Mr. Chairman, we need to emphasize the fact that we are not phasing out programs.

We have a five-year period transition in the bill. Once the system is fully operational, there would be a conversion from the existing grant programs and student loan programs to funding for the vouchers.

Mr. **Owens**. So you would eliminate Pell Grants?

Mr. **McCurdy**. They would be brought into the national service financing structure. For those without exceptions, in order to receive any government voucher—which today is in the form of a Pell Grant—one would need to perform national service. The eligible criteria for government assistance would be changed. As opposed to being based solely on financial need it would be based on service.

Mr. **Owens**. What are the criteria that would be changed?

Mr. **McCurdy**. The eligibility criteria would change. I would emphasize again the fact that the average Pell Grant is $1400. If your family makes $33,000—and believe it or not, $33,000 in today's economy is not a lot of money. If you make $33,000, you are not eligible for a Pell Grant. Furthermore, if your family saved, if they anticipated the cost of education and saved, that would be used against them in eligibility.

The percent system actually targets those who don't save and those who are not as——

Mr. **Owens**. Are you changing the criteria for the work study program also?

Mr. **McCurdy**. We anticipate that work study would be—again, we'd like to use "converted" into this program.

Mr. **Owens**. I think your proposal has great merit, Mr. McCurdy. I think the problem is that some of us would like to see it introduced as an addition to what exists already instead of trying to solve all problems with one bill.

Certainly, for the youngsters who are late bloomers—they have potential which just hasn't developed by the time they reach their senior year of high school—for youngsters who are indecisive and undecided; for youngsters who really don't have certain skills and won't be going into higher education but need a place to begin to learn discipline and settle down; there are a number of ways in which your program would be excellent for them.

I think you would agree with me that at the heart of our future national security is our brain power; that no matter what area of competition we're discussing, whether it's commercial, military, whatever, in the world arena, the brain power of America is going to make the difference.

What you're doing is tampering with the brain power here because you're lumping any poor student who has a great deal of talent. Because he's poor, the only alternative he has in terms of being able to get Federal aid would be to wait a year or two before he can advance his education.

Brains cool off, you know. It'll also present them with a problem. They come out of the two year period with enough money for a down-payment on a house and their whole family is standing by and they're looking to see: "Are you going to use this for a down-payment on a house or go to college? That's kind of selfish for you to go off to college by yourself when you could have a down-payment on a house for all of us," you know.

It's quite an alternative that you'd be presenting to a lot of poor students who might have a tremendous amount of potential to go on to school. Having been delayed already, they are presented this dilemma of the house or the future education.

Future education would allow them to become a taxpayer, contributing far more to the economy, and also allow them to do far more for themselves, to buy a house later on. It's kind of an unfair alternative.

Mr. McCurdy. If I may, Mr. Chairman, I appreciate your concern, and actually you're speaking to the choir a little bit here.

I think you have to look at this in a little different light. You and I have the same concerns. That is, we want to expand and enhance the opportunities for young people either to receive an education, or to receive job training, or to purchase a home.

The bill does not do, I think, everything that you perhaps think it does. It does not require that you serve. There are a number of options available. For instance, if you're a bright kid, and you're a physics whiz, and you want to go directly to college, and you know exactly what you want to do and you score the heck out of SATs and you're eligible for other types of grants that are out there—through state or private assistance—then you have other options available.

If you don't want to delay two years but you still believe in the concept of giving something back and serving your nation, you still have a route. You can go into ROTC or you can do reserve training. You could do the Peace Corps afterwards. You could do VISTA. We don't eliminate those programs.

Mr. Owens. Maybe we ought to provide another alternative, a peace academy structured like the ROTC?

Mr. McCurdy. There may be a way to do that. What I'm telling you is simple, Mr. Chairman. We've gone out on a limb and taken the tough criticism because we believe it's time that we reviewed the existing structure of education in this country today. For those who stand up and say, "Hey, no problem. It's working well," they're not paying attention to the statistics.

Do you know what the Federal budget looks like today? Mr. Williams and others, and Mr. Miller, they know full well. Forty-two percent in the existing budget is now consumed by entitlements—and that's expanding—and the next largest area is 30 percent for defense. And I'm on the Armed Services Committee. I can attest to that. The third largest portion is interest on the debt, and you can't control that. Those three are basically off-limits today—I mean for any meaningful changes.

With those areas off limits, the approximately 15 percent that is left is for NASA, or for highways, or all the other discretionary spending. Quite frankly, you and I came to this body, not to be writing social security checks, or to be just paying interest on the debt, we came here to be able to influence minds and the direction of this society.

But that discretionary portion of the budget is shrinking. So what we're trying to do is shift the mentality, change it; say: "Wait a minute. Let's step back for a minute and regain perspective." How else can we protect the educational opportunities in this country. What we're saying is, let's shift the funding from one area that's strictly entitlement—which is being squeezed—to one of earned benefits. If you work for it; you earn it. It's there. I believe by combining these programs we actually have the opportunity to expand opportunities that are available.

It's just not targeting the poor. There's a whole class of young people out there today who are middle class or lower-middle class, who don't get any aid. What about them? There are a lot of those that don't intend to go to college either. What about them? We're doing nothing for those people today. We focus entirely on the poor and the rich get off. I don't believe that. I believe we need to expand that base.

Mr. **Owens**. Yes, Mr. McCurdy. Do you think we should consider reducing our $150 billion expenditures for overseas bases in order to be able to deal with having an impact on the minds of our young people? But my time is up.

Mr. **McCurdy**. I'm noted for the base closing bill and I can support base closings.

Mr. **Owens**. I have a limited time. Mr. Smith?

Mr. **Smith**. Thank you. Mr. McCurdy, we haven't had the chance to meet each other. It's nice to meet you.

I should confess to some bias in this affair because I have created community service programs in educational institutions, both at the secondary and at the postsecondary education levels.

I think the concern I have that I'd be interested in hearing from you about is the strong feeling I have about this bill that I don't have about Congresswoman Morella's bill, frankly, or Mr. Panetta's idea, that we are directing an educational verdict.

You talk about, you described a class of indentured students in terms of the debt burden that people are bearing. I don't think there's any doubt.

My concern is that this approach makes that case. It says that in fact based on income and based on background we are going to make extra requirements of you.

My experience as an educator is that if I want community service to be educational to the individual, enriching to the institution and helpful to the person who is receiving the service, that it has to be something that is chosen by the individual, not mandated by the law; that we fundamentally lose the flavor that will make what you're after, I believe, possible and rich and good, precisely because we tie it to money expost facto. It is determined by income level or need.

The individual in the end is directed to work, rather than choosing to work. Would we direct people to teach or would we direct people who would want to have this student change the sheets on their bed or work with their children in a community-based day care center, or whatever the work might be, who was there under sufferance, and not because they had elected that kind of work as a contribution to society, which they could have done under Congresswoman Morella's approach—which I would broaden, quite frankly—or under Congressman Panetta's approach.

Mr. McCURDY. Well, sir, again, ours is not a draft. It is not compulsory. There is the component that if you want to receive Federal financial assistance, then you have to provide some service in order to receive it.

I don't discount your call for volunteerism. I support volunteerism, and believe that it's essential. In reality, we're not just addressing the needs that are out there today. We're not just talking about 1989. We're talking about 1990, 1995 and the year 2000.

If you look at the demographics, they are moving in the wrong direction, economically and socially. You're going to have more and more older people. Those older Americans are going to require more services. The pool of young people available for such volunteerism is going to shrink dramatically as the pressures on them to compete in the labor market increase.

I'd like to say, yes we will be just fine the so-called "me" generation attitude will fade. We've just gone through a decade when no one asked youth to serve. In the future—and again, maybe not today but ten years from now—we're going to find that there are not enough people to provide the services needed out there.

The service needs are going to increase and the portion of the Federal budget that is able to address some of those needs is going to shrink even more, unless we have some major miracles from the Budget Committee this year.

Mr. SMITH. Congressman, my concern is—and maybe I can put it more clearly—is that there's an enormous educational benefit to be had from the program, from a program that comes out of the five or six ideas that we have before us.

I think it needs to be seen, not simply as a way to pay for college, but as a way that college campus life is enriched, the way that students' lives are enriched educationally as well as——

Mr. McCURDY. Again, there are great programs out here today. There are some pilot programs that I support which are excellent, Campus Compact for instance, and other universities are looking at the concepts. I think those programs are good. As I've indicated in my statement, I'd love to see a program where K through 12 grade youths do some work part-time. They need to develop the sense that there is something out there for them, and that citizenship has some great benefits for them, and that they are actually making a contribution. Wishful thinking alone is not going to address all of these problems.

Second, there are reasons I've opposed a compulsory mandatory draft that some advocate. For instance, Senator McCain in the Senate likes our bill but says, "I won't support it because it's not a draft. It's not mandatory." Well, quite frankly, I don't think we could find meaningful work for three million young people every year. I don't think we need to.

Politically—I will put on my political hat for a moment—you go out there today and start talking about a draft, and it's almost like talking and trying to defend the pay raise right now. It's just not feasible. You don't have much of an opportunity to explain. People react instinctively. However, I think that there could be meaningful work for volunteers in this type of legislation. We don't want make-work jobs. We don't want another CETA type program. I think that's one of the reasons we emphasize the community involvement, cost-sharing. Mr. Grandy raised a question about cost-sharing. We have a cost-sharing provision in the bill. States would contribute 25 percent.

We want states and communities to have a stake in this because the cities and communities are going to be key beneficiaries. Many of the target areas are going to be in those areas that need the help the most, in the poorest communities, the poorest neighborhoods.

Mr. Owens. Thank you. Mr. Williams?

Mr. Williams. Thank you, Mr. Chairman.

Former President Nixon once said, "When I've said it so many times that I never want to hear myself say it again, the American people seem to have heard it for the very first time."

National service is nothing new. I'm not sure what all the fuss is about. We have, after all, the Peace Corps, and the Teacher Corps, and the Neighborhood Youth Corps, and the Job Corps, and the National Student Volunteer Program, the Foster Grandparent Program, the R.S.V.P. Program, and VISTA.

The idea of national service goes back to the 1800s. The idea of dramatic Federal involvement in national service goes back to Franklin Roosevelt. So I'm not sure what all the fuss is about, unless it is about the fact that your bill, Mr. McCurdy, and Mr. Nunn's bill would say to the American people, if you want to go to college, national service is mandatory. If your bank account's a little slim, and you want to go on to school, you have to work first.

That's something different. That's a dramatic change in the way America has allowed its citizens to attend higher education, whether it's proprietary or traditional postsecondary education. Maybe that's what all the fuss is about.

I suspect it is, don't you?

Mr. McCurdy. The gentleman has stated it well. That is one of the reasons there is a fuss. We're shaking the very foundation of the so-called educational establishment by forcing them to re-think.

If I could rephrase your statement just slightly, the only difference that I would make is this: we're not saying, "If you want to go to college then you have to work first." We're saying, "If you want Federal financial aid, if you want to use tax-payers' dollars to pay your way through school, then we are requiring some type of service in return, not necessarily before." It could be done after receipt of Federal benefits or it could be during receipt of Federal benefits. I think over time we would welcome Senator Mikulski's bill to be incorporated.

The gentleman from Montana is a well-known spokesman for education. I support many of the views that you have. We knew when we introduced this bill that we were going to have some flak. We wanted to shift the debate. We believe it's time that people start asking that fundamental question of system effectiveness.

Senator Mitchell, who has placed this issue as a top priority on the agenda this year and the Speaker who has embraced this concept and others, both have a problem with the funding portion. Here there are two considerations. First of all, we have to know where the money to fund the program is going to come from.

That's not easy to do in this budget environment. Making structural changes is a costly venture. But, more importantly, I believe that we can merge a lot of bills, bring them together. I like the idea of the task force, quite frankly. I'd like for us to start some pilot programs.

From the armed service's perspective—and I think Chairman Montgomery especially needs to see some of this before he moves from his position—we need to look at things such as a test period in the military. I think the military would welcome a trial program for a period of time. The transition period was no accident in this bill. We're talking five years. We need that period to determine how well this will work. It may work better than we even envisioned.

A number of people have said, "Well, wait a minute. There's going to be a lot of cost involved." I have recently seen a wild cost estimate of our bill. We're not talking about sending people to Mars, we're talking about putting them to work in communities. The cost estimates are outrageous.

Mr. **Williams**. David, let me——

Mr. **McCurdy**. People are attacking it, I think, without looking at the ultimate goal.

Mr. **Williams**. Because I see the yellow light on, I——

Mr. **McCurdy**. I'm sorry.

Mr. **Williams**. I don't want to be rude and interrupt. But as you know, I'm Chairman of the House of Postsecondary Education Committee. I think it's important that while you're here I make clear to you my concerns, and they are significant, about the legislation.

You've talked about the physics whiz kid, and you've said he has a lot of options. We don't stop him from going to school. He has a lot of options.

But if he is a financially poor physics whiz kid, going to school immediately upon graduating from high school is not an option under your bill. That's out.

Now as Chairman of the Postsecondary Education Committee, let me tell you, I don't know how the rest of them are going to vote, but not this Chairman.

I want that physics whiz kid to go on to college immediately. I don't want to jeopardize the future of this country by saying, "Well, look, you're going to have to work it off."

He may say, "I don't want to work it off." Or he may say, "All right, I'll work it off." And he goes for a year and he gets a $10,000 voucher, and his family is pressing him pretty hard about a mortgage on a house for them, and America loses that physics whiz kid—not this Chairman. I just want to make that clear to you, David.

Now I want to commend you and Senator Nunn for finding a way to wedge into the debate and shake America and say, "Look, maybe Americans who have a visceral understanding of the importance of education should realize that Federal help cannot be taken for granted, and it is no longer an entitlement, that you have to work it off."

But I am worried that you're going to create more than just dialogue in America with your legislation. I worry that you're going to create divisiveness in America with your legislation and the discussion of it.

Let me be frank and tell you one of the reasons why: Because today only 27 percent of the students in higher education who have to rely on Federal grants are white.

Now the difference between rich and poor also comes into this. If you can afford to go to school and the McCurdy-Nunn approach becomes law—in other words, if your parents have enough in the bank account, and the McCurdy-Nunn approach becomes law, you will be the only person, the only class of people in America who can go straight to college out of high school.

The poor won't be able to do it under your legislation because they can get neither a Federal loan nor a Federal grant—not this chairman.

Mr. McCURDY. Well, if the Chairman would yield on that point. And again, I have the highest respect for the gentleman and his knowledge, and his experience, and his advocacy for education.

I would submit to you, Mr. Chairman, that if you look at the percentage of minorities in the military today you will find that the percentage of minorities that are having to go into the military is much higher than the percentage of white kids. There's also a higher percentage of poor people because they have found that it's perhaps one of the few job opportunities that are available to them today.

You also look at the fact that black enrollment has declined, in spite of the existing programs. I've stood there and fought with you against some of these education funding cuts during the past eight years. Look at black enrollment; look at Hispanic enrollment; and look at blue collar enrollment. They have all declined.

If all of a sudden—and I don't want to make it sound partisan—the new president who wants to be the education president comes in and dumps an additional $2 billion on us, well then maybe we won't have to worry about that, but I don't think that's going to occur.

The fact of the matter is that the status quo today discriminates against the poor people. It discriminates against minorities. Our program is not perfect, but I tell you what, I think it's better than the status quo.

Second, I beg to differ with your point about bright students. If a kid is a physics whiz, he will have a number of options available, either through state or private assistance. If he's that good then he may be going to the magnet school in Oklahoma City. There are programs that are attracting those kids, and they are finding additional sources of revenue.

If he doesn't want to pursue those routes, then perhaps he may have to spend a year or two working for the Department of Defense after college because there are programs available there; they're trying to get those kids as well.

I don't think it precludes or eliminates the options that perhaps the gentleman believes it does. In conclusion, all I've asked is that you give us an opportunity to work with you. We want to have a chance to pursue some options and to look at some tests and some programs. What we want to do is, I think, what you want to do over time.

Yes, it's controversial right now, but I think it's time that we at least started asking some tough questions about how we're going to pay.

Mr. WILLIAMS. Well, in conclusion, Dave, again, I appreciate the innovative proposal that you place forward. It does establish a national dialogue. As you can tell, I have some serious reservations about it.

As it was introduced, you began your testimony here by graciously acknowledging that you are, of course, open to change as any author of legislation to this magnitude has to be. Of course, I'll work with you.

While I speak as Chairman of the Postsecondary Education Committee, I only have my own vote. I just wanted to be clear with you as we begin to work together that I have serious reservations about changing what has long been the American tradition based on the realization of the importance of education and that is the tradition of assisting financially students in this country who want to try to go on to higher education, without placing unreasonable hurdles in their way prior to that assistance being granted.

Thank you, Mr. Chairman. And again, Dave, thank you.

Mr. OWENS. Yes, Mr. McCurdy, I wonder if you'd let us impose on you. I know we all have time problems. Congressman Bonior is here, and he has an urgent meeting. He'd like to just take five minutes to make his presentation. Then he'll leave and we'll resume the questioning of you if you will be so gracious as to let us do that.

Mr. MCCURDY. That will be fine.

Mr. OWENS. Let's do that.

STATEMENT OF THE HONORABLE DAVID E. BONIOR, REPRESENTATIVE, STATE OF MICHIGAN

Mr. BONIOR. I thank my colleagues and my friend from Oklahoma. I do beg the committee's indulgence and appreciate the opportunity to be before you today on this issue.

I'd like to begin by thanking the Chairman and the different subcommittees and the Full Committee for holding this hearing today.

The idea that has been talked about throughout the morning, establishing a program to encourage a national and community service, is indeed not a new one.

It's a concept that I have supported since I've been in Congress now for 13 years. I believe it has gained a significant momentum in recent months, much of it due to the interest of my colleague on my left and Senator Nunn, who have taken an active interest in this.

As Dave McCurdy has indicated, has put this at the top of the agenda, certainly in the Senate, with San Nunn. Senator Mitchell is very interested in moving some legislation with regard to this issue.

In many respects, I think there is a commonality of purpose among the various sponsors of service legislation. We all sense the hunger among the people of this country to get involved and do something positive for others. We sense a growing awareness of the great needs of our society.

President Bush tapped this sentiment in his inaugural address when he called for a new engagement in the lives of others.

We are responding to this call here today. I think each of us believes that it is the task of leadership to provide others with the opportunity to give the best of themselves.

We seek to renew the awareness that by serving others we serve our country as well.

Let me turn to just a very brief description of the National Community Service Act which I have introduced in the House and Senator Barbara Mikulski has introduced to the Senate.

Our proposal differs from any of the others you'll be hearing today in that it provides for a part-time neighborhood-based community service.

Volunteers would be required to serve two weekends a month and two weeks a year. The idea is modelled after the National Guard.

This legislation does not require an individual to interrupt his or her schooling or family life in order to take part in the program. Rather, it's purpose is to help encourage people to make volunteer activity a part of their daily life.

In the same vein, the legislation puts primary emphasis on providing volunteers to existing programs in their own communities.

Examples would be delivering meals on wheels for the elderly, tutoring volunteer fire-fighting, emergency medical care, conservation, literacy training, and habitat for the humanity, just to name a few.

We want to draw on the expertise and the enthusiasm already well-established in so many of our community organizations. The program would be open to any individuals of all ages, to anyone who was capable of carrying out community service.

This is not just a youth service program. There will be incentives involved that are probably more attractive to young. Volunteerism can result in a renewed sense of pride in one's community and provides valuable lessons for both young and old.

I believe the inter-generational aspects to this program is one of the strongest components. Giving to others and giving to one's community and country should be a lifetime duty and a lifetime opportunity.

I hope this committee will take into consideration the advantages of encouraging the young and the old to work together, to interact in voluntary activity.

In exchange for three to six years of service the individual volunteers will receive a voucher equal in value to $3,000 for each year served.

The voucher can be used to pay off student loans, for payments of tuition and fees at an educational, technical or vocational institution, or for a down-payment on a first home.

The vouchers provide not only for the incentives to get involved, but new opportunities for middle class students or young families to participate in the American dream that so often has been defined by this body as the ability to get an education and to own a home.

It is anticipated that we could reduce student indebtedness to a significant degree with this voucher system without disrupting a student's education.

The primary responsibility for administering this legislation would rest with the states. The bill sets up a National Community Services Corporation similar to the bill that Dave has introduced, and Senator Nunn, consisting of 11 members appointed by the President with input from both the House and the Senate.

The duties of the Corporation would be to set standards and establish rules and procedures for programs, to accept volunteer applications and to approve plans from the states.

It is really the states, the entities with the best knowledge of agencies and community needs, that would carry out the major responsibility for administration and placing volunteers.

The cost of the program is proposed to be 250 million for 50,000 volunteers in fiscal year 1991, rising to two billion for 400,000 in fiscal year 1994.

The bulk of the Federal funding goes to payments of vouchers to volunteers. The next largest share goes to payments for a six week training session for volunteers.

This training is an important component of the bill because it is our goal to provide skilled, committed volunteers who will not only benefit the programs that they are assigned to, but will also gain relevant experience in volunteer activities.

At the same time, the legislation provides special guarantees that no workers will be displaced from their existing jobs or have their hours and wages reduced because of competition from volunteers.

The fact that volunteer activities are to be channeled through existing volunteer organizations will help prevent worker displacement. In addition, the states must take concrete measures to insure that this does not occur, and establish procedures for resolving complaints from employees.

In introducing this legislation, I have been guided by several basic criteria. We must ensure that we are actually able to provide a service to reach the people we want to help with volunteer activity.

We must not undermine valuable programs already in existence. We must not draw recruits away from the armed services or students away from the educational system.

We must avoid creating a costly new bureaucracy, and instead enlist the expertise of the private sector in selecting appropriate volunteer programs.

The National Community Service Act meets these criteria. I believe that it is important that we take a modest and a gradual approach to any proposal for national service, but I believe that it is equally important that we begin.

In the last couple of decades we have seen some people in this country wallowing in cynicism and criticism. At times it seemed that our citizens had lost confidence in so many of our institutions.

I believe the tide has turned, and a new spirit of volunteerism is moving across the land, and we have a historic opportunity to inspire Americans of all backgrounds to get involved in their communities, to help others and to make our nation even stronger. I think it's time that we in the Congress get involved as well.

Mr. Chairman, again, let me thank the Committee and my colleagues who have worked so hard on the different service proposals and for their leadership on this issue.

I look forward to working with each and every one of you as we move forward on this very important concept in American society today.

Thank you.

[The prepared statement of Hon. David E. Bonior follows:]

Testimony of Congressman David E. Bonior
on
The National Community Service Act

I would like to begin by thanking the chairmen of the different subcommittees and the full committee for holding this hearing today. The idea of establishing a program to encourage national and community service is not a new one. It is a concept I have supported since I first came to Congress twelve years ago.

But, I believe it has gained significant momentum in recent months. Interest in community service is surging, and I would like to see it sustained. I want to commend the effort you are making to examine carefully the range of proposals.

In many respects, I think there is a commonalty of purpose among the various sponsors of service legislation. We all sense the hunger among the people of this country to get involved and do something positive for others. And we sense a growing awareness of the great needs of our society.

President Bush tapped this sentiment in his inaugural address when he called for a "new engagement in the lives of others." We are responding to this call here today. I think each of us believes that it is the task of leadership to provide others with the opportunity to give the best of themselves. We seek to renew the awareness that in serving others, we serve our country as well.

Let me turn to a brief description of the National Community Services Act which I have introduced in the House, and Senator Barbara Mikulski has introduced in the Senate.

Our proposal differs from many of the others you will be hearing testimony on today in that it provides for part-time neighborhood based community service. Volunteers would be required to serve 2 weekends a month, and two weeks a year. The idea is modelled after the National Guard.

This legislation does not require an individual to interrupt his or her schooling or family life in order to take part in the program. Rather, its purpose is to help encourage people to make volunteer activity a part of their daily life.

In the same vein, the legislation puts primary emphasis on providing volunteers to existing programs in their own community. Examples would be delivering Meals on Wheels for the elderly, tutoring, volunteer fire-fighting or emergency medical care, conservation, literacy training, Habitat for Humanity -- just to name a few. We want to draw on the expertise and the enthusiasm already well established in so many of our community organizations.

The program would be open to individuals of all ages -- to any one who is capable of carrying out community service. This is not just a youth service program, though the incentives involved are probably most attractive to the young. Volunteerism can result in a renewed sense of pride in ones community and provides valuable lessons for both young and old.

I believe, the inter-generational aspect of this program is one of its strongest components. Giving to others, giving to one's community and country should be a life time duty and opportunity. And I hope this committee will take into consideration the advantages of encouraging the young and old to work together in voluntary activity.

In exchange for 3 to 6 years of service, the individual volunteers will receive a voucher equal in value the $3,000 for each year served. The voucher can be used to pay-off student loans, for payment of tuition and fees at an educational, technical or vocational institution, or for a downpayment on a first home.

The vouchers provide not only the incentives to get involved, but new opportunities for middle-class students or young families to participate in the American dream. It is anticipated that we could reduce student indebtedness to a significant degree with this voucher system, without disrupting a student's education.

The primary responsibility for administering this legislation would rest with the states. The bill sets up a National Community Service Corporation consisting of 11 members appointed by the President with input from both the House and the Senate. The duties of the Corporation would be to set standards and establish rules and procedures for the program, to accept volunteer applications, and to approve plans from the states.

But, it is really the states, the entities with the best knowledge of agencies and of community needs that would carry the major responsibility for administration and placing volunteers.

The cost of the program is proposed to be $250 million for 50,000 volunteers in FY 1991, rising to $2 billion for 400,000 volunteers by FY 1994. The bulk of the federal funding goes to payment of vouchers to volunteers. The next largest share goes to payment for a 6 week training session for the volunteers. This training is an important component of the bill because it is our goal to provide skilled, committed volunteers who will not only benefit the programs they are assigned to but will gain relevant experience in the volunteer activities.

At the same time, the legislation provides special guarantees that no workers will be displaced from their existing jobs or have their hours or wages reduced because of competition from volunteers. The fact that the volunteer activity is to be channelled through exiting voluntary organizations will help prevent worker displacement. In addition, the states must take concrete measures to ensure that this does not occur and establish procedures for resolving complaints from employees.

In introducing this legislation, I have been guided by several basic criteria. We must insure that we are actually able to provide a service, to reach the people we want to help with volunteer activity. We must not undermine valuable programs already in existence. We must not draw recruits away from the armed services or students away from the educational system. We must avoid creating a costly new bureaucracy and instead enlist the expertise of the private sector in selecting appropriate volunteer programs. The National Community Service Act meets these criteria.

I believe it is important that we take a modest and gradual approach to any proposal for national service. But, I believe that it is equally important that we begin.

In the last couple of decades, we have seen some people in this country wallowing in cynicism. At times, it seemed that our citizens had lost confidence in so many of our institutions.

I believe the tide has turned. A new spirit of volunteerism is moving across the land. We have a historic opportunity to inspire

Americans of all backgrounds to get involved in their communities, to help others, to make our nation even stronger. It is time that we in Congress got involved as well.

Again, let me thank the committee and my colleagues who have worked on the different service proposals for their leadership on this issue. I look forward to working together.

# # # # # #

Mr. OWENS. Thank you for your testimony, Congressman Bonior. I'm sure that all members of the task force, as well as members of the committee will forward any questions to you in writing that they might have about your proposal.

I want to again thank Mr. McCurdy for being so patient. We can resume questioning now with—Mr. Gunderson has left?

Mr. Miller.

Mr. MILLER. Thank you, Mr. Chairman. Dave, thank you for your testimony and your support of this matter.

I think, like most of our colleagues, Dave, there's general support of the notion of people giving something back to their country. I'm sure that I won't be the first rain on your parade today.

Let me suggest that I'm not sure it's as complicated as has been suggested here. Also, I'd like to suggest that, with all due respect, maybe we've got it backwards.

I've spent the last six years on the Committee on Children, Youth and Families. I look at the complexity of problems that confront our elderly, our young, the homeless, the drug-addicted, the poor—with all due respect and all great admiration for American youth, I don't know that we're doing those people a great favor by unleashing millions of uneducated, untrained teenagers on their problems.

What I don't understand is why we don't give them the education first. Then let us forgive their loans, forgive the cost of their education, forgive their grants, if you will, and let them use the skills that they have acquired in vocational education; in higher education at the community college, at the four-year college, and at the graduate school in the community?

How can we send an enthusiastic but untrained individual to teach literacy when we know that a good portion of our high school graduates can hardly read their own degree, when we know that a good portion of our young people have dropped out of school and that they may not be eligible for this program? Why don't we train them first?

We've done it at the highest levels. We've taken doctors and trained them and said, "We will forgive the cost of your medical education if you will go down to the border in Texas, if you will go to the Navaho reservation, if you will go to the inner city, and bring your skills, the skills the public paid for, and put them into use for public purpose."

Why don't we do that for somebody who wants to be a social worker? Why don't we send in a trained 21 year old or 22 year old social worker, as opposed to an untrained 17 year old?

Why don't we send in a trained teaching specialist to work with the teacher in the classroom rather than an untrained 17 year old to deal with the problems of literacy.

Send in a person who has a degree in psychology or counselling or drug abuse to deal with the addicted, rather than somebody who's just enthusiastic and concerned.

We will give them the education, and they will give us back skilled participation by our young people. It seems to me that all we have to do at some point, a year from now or next school year, or the year after that, is simply announce that this is available.

We will forgive them their loans so that they can go to school for four years, or go on to graduate school. We will expect national service from these young people, and we will forgive them the cost of their education, and they will contribute their skills.

It's like the Peace Corps. Poor people don't need poor people. When I was in law school they used to say, "The last thing a poor person needs is a poor attorney."

So study hard and then represent poor people. In the Peace Corps, we didn't want to send untrained individuals. We wanted to send somebody who understood hydraulic engineering so that they could build an irrigation system, or dig a well.

It just seems to me that we ought to think about the notion that you've go out there and earn education. Get the education and then pay it off. Then you bring in individuals with skills to the country, some talented people in structuring those children's lives and those families lives, holding those families together, putting them back together.

The problems of addiction may be the most complexing problems that this country is facing. Taking care of the elderly, who are now reaching advanced ages and suffering from Alzheimer's disease, involves more than simply custodial care. If we do this, we also have people who have chosen a career.

I absolutely agree with your concept that there's a pay-back. There's a pay-back you've got to make and a contribution for the benefits of living within the borders of this country for all we share and all the privileges we have.

I really believe that we've got it backwards here. We could do so much more in terms of the eradication of the problems that plague us a policy makers. We know there's not enough money in the budget to take care of all those problems.

If we would just send in people who, one, chose to go, and two, who brought a packet of skills with them, so to speak, into that problem, we could make a difference in alleviating these problems.

That's my concern, and I don't think it's outside the confines of what you and all the other coauthors or the sponsors of the various bills are trying to do.

Mr. McCurdy. I thank the gentleman, and he certainly raises some very good points.

I've been a long-time supporter of the Peace Corps and VISTA. Actually, in our proposal, we would even provide benefits for those who provide service in those programs—benefit packages that are not available to them today.

So, again, I don't see this as threatening to existing programs because we want to enhance them. We know where VISTA is. It's been hit hard in the last decade. I think we need to reevaluate that.

Again, perhaps there are demographers and sociologists who can better answer that question than I can.

We're not just targeting the poor people. You talked about sending poor illiterate kids back into the poor communities. We want to keep people working within their own communities, and we have tried to stress it at the local level.

Many kids go on and get their education and develop valuable skills. They become a very hot product after they get out of college, and the competition for their skills becomes very great. Quite frankly, I don't think we're going to be able to compete as effectively in the future for those people, to send them back into those areas.

Mr. **Miller**. Let them get their education. That's exactly my point. A physician, especially a family physician, is a hot product, but we have hundreds of physicians who do it.

Mr. **McCurdy**. As the gentleman knows, I'm married to a physician. We both worked our way through college. Those programs were out there, but you'd be surprised at the number of physicians who opt later just to go out and pay back in cash those loans as opposed to actually going to serve. They find that it's better to practice in the suburbs of the large city, because of the cultural aspects or whatever, as opposed to going out into some very small, rural community.

It's not as been as successful as——

Mr. **Miller**. Then I don't want that person out there. I don't want that person out there.

Mr. **McCurdy**. Quite frankly——

Mr. **Owens**. The gentleman's time has expired. I am just giving him time to reply.

Mr. **McCurdy**. The problem is that they're not going out there. I'm not sure we've provided enough incentive.

Second, let me say we, too, hope that they learn skills. Someone raised the question, "Well, what about handicapped people?"

I said, well, I believe there are cases where people with handicaps might be exempt, certainly those. To be honest, I don't diminish the involvement of even poor kids, or kids who don't have a very good education. I think they learn a lot by the exposure.

We have a provision in this where we have senior citizens working with those young people to help provide some supervision. They do it on an hourly cost basis, as opposed to earning the voucher.

They would actually be those who are working side-by-side and helping to perhaps impart some skills to these young people.

We're not trying to disrupt the existing systems. If New York City has a program, let's build upon its success. In California's program, they're now attracting generally lower income and higher percentages of minority youth.

I don't think their programs are counterproductive. I don't think they're negative. So quite frankly, I think you raised a very good point. That is a segment. That is a small percentage of it, but that alone is not going to solve all those problems. I think we need to bring them all together and support VISTA, Peace Corps; provide weekend support and then look at ours as well.

Mr. **Owens**. Mr. Gunderson.

Mr. **Gunderson**. This is a real privilege for me to sit here and listen to my good friend. While I was listening to you, Dave, I couldn't help but reflect that a few months ago I was wondering what Dave McCurdy's next controversial issue would be after the contras. I guess we've just found out what it is.

Mr. **McCurdy**. It's a 55 mile an hour speed limit, I think.

Mr. **Gunderson**. You had that in between.

I have really three questions. To the best of my ability, from reading your statement in the time that I've been here, I've not heard you specifically address the issue of the military side from the revolving door concept.

I mean, It was my understanding that our joint chiefs of staff some years ago came down in favor of a volunteer draft because they said, "The last thing we need in a high technology defense is a revolving door of two-year people."

I guess I'd just like you to go on the record in response to that. I have a couple more questions.

Mr. **McCurdy**. Well, as quickly as I can, the all volunteer force has worked well up to this point. Last month was the first month that they didn't meet their quotas. We are paying enlistees what we are paying starting teachers in our state.

Second, the Army alone last year spent $60 million in just television advertising for recruitment, just television commercials, $60 million. You know, "Be all you can be." The cost is going to increase even more so.

The Army College Fund which is, quite frankly, discriminatory because it applies only to combat arms, which means only males. If you do that in addition to the GI bill, after three years you get $17,000. We have a package far more attractive than that.

We would not disrupt the Army's criteria for enlistment. They would still have to have a high school diploma or its equivalent. So we believe that the quality would be there.

We don't disrupt the career options or the four year options or the three year options of those who want to go and learn a skill. They want to use the military as a job enhancing program, or skill enhancing program. That would continue. You would have that option as well.

We're talking about job types similar to the "combat arms." People, male and female, could be the security guard at a military installation, or they could be a typist or they could be a wide range of positions.

With all the discussion today about withdrawing troops from Europe and burden-sharing and all this, we are not going to be able to afford as expensive personnel as we currently utilize. Forty percent of the Defense budget today is personnel.

So in many of these military positions the people don't learn a lot of skills. They say, "You are going to be in electronics; well here's a radio to carry around on your back." Most of those are in combat arms types of positions. We believe this will provide that.

At the same time the program actually increases exposure and we'd have middle class kids instead of just poor kids. We would have mixing which you don't have today.

Mr. **Gunderson**. You're using up my five minutes, Dave.

Mr. **McCurdy**. Well, I'm trying to.

Mr. **Gunderson**. There is a lot of speculation surrounding your statement that those who are over 25 could participate in grants and loans—I don't know if you are aware, but the average of students attending college today is 28. We have got a much higher age bracket than we used to have.

Where are you going to get the money? It seems to me all the money you refer to is going to be channeled into this program. Where are you going to get the money?

Mr. **McCurdy**. You are confusing me. There were two parts to your question, but basically, yes, the average age has increased.

Mr. **Gunderson**. Fifty percent of the students today are——

Mr. **McCurdy**. That's right. We anticipate that. Granted, we anticipate that. That's why they would have access to existing programs. I have to reiterate this again: We do not eliminate the Pell Grants or other programs.

Mr. **Gunderson**. I understand that, but I don't know where you are going to get the money.

Mr. **McCurdy**. But we would reduce the demand for those programs by shifting the emphasis from one of entitlement to one of earned benefits. I don't believe the grants are sufficient to meet the needs today. We would shift it to an earning system.

Mr. **Gunderson**. Let me ask the third question.

In town this week are all of the American Vocational Education people. As I read your bill, it seems to me that it's an all or nothing program. In other words, you go in and come out with a $24,000 education voucher. What does a person who's going to go to a postsecondary vocational-technical college do?

Right now, they utilize grants and loans but obviously not $24,000 worth. How do they fit into this picture?

Mr. **McCurdy**. Well, first of all, they would be entitled to those benefits, which is very attractive to these people. As a matter of fact we're negotiating with them, and we think they are very positive towards our legislation.

Second, you don't have to use it at all. It is like the G.I. Bill—you have it available. You could transfer then, if you want to go to higher education. Or the remainder could be used as a home downpayment.

It is like the G.I. program. As a matter of fact, for veterans it still stays in the VA. The only difference is we would have a corporation administer it for the community service provisions.

Mr. **Gunderson**. Thank you, Mr. Chairman.

Mr. **McCurdy**. Thank you.

Mr. **Owens**. Mr. Martinez?

Mr. **Martinez**. Thank you, Chairman Owens.

Real quickly, I'd like to go back to something you just said a minute ago, that your bill does not affect Pell Grants. As I understand your bill, it does phase out the Pell Grants.

After a five year period, beginning with the effective date of the Act, no individual eligible for a basic educational opportunity grant under Subpart A, part (a), Title IV of the Higher Education Act will be able to receive assistance without completing your service program. It does phase out the Pell Grant.

Mr. **McCurdy**. It does not phase out. It changes the criteria for that grant.

Mr. **Martinez**. Well, the bill says it does, but regardless——

Mr. **McCurdy**. Again, we don't eliminate the Pell Grant. There may be a change in name over time. I am not sure Senator Pell likes that. But up until that transition is over the grants would still be out there. If you are exempt from this program, then you would be entitled to a Pell Grant if this committee and others deem to fund those grants.

Mr. **Martinez**. I think somewhere along the line we are going to have to make that clear because as most people read the bill, that paragraph of the bill does phase them out. You can work on that.

I don't want to be redundant in all of the questioning that has gone on before about the fears there are about the particular proposals you bring forth, but I have one very grave concern.

The sentiment has been expressed by Mr. Miller. I just will say this: I have a problem with people being told that they have to do something before they get something in the area of education.

You know, we do lag behind some countries in our sense of responsibility to those people who cannot afford to educate themselves because they come from low socioeconomic backgrounds. They come from what we call the disadvantaged families.

I don't want to ever put any stumbling block in their way. I would suggest that in your bill, as you proceed with it, one of the things you could do is do very similar to what Mexico does. If you take a poor person out of a poor neighborhood and train them and make them a professional at something—dentistry, or medicine, or law, for example—and encourage them to come back and practice in that community, after they become professional and proficient, you do that community a lot of service.

Now there is some part of that idea in a program that we already have. The only problem is that a lot of the people don't follow through. I use the example of one particular doctor in my area who was required as a repayment of his loan to do service in a particular area. He refused because he could make more money somewhere else.

Well, in Mexico, they have a more stringent requirement. They will take a person who has the aptitude but comes from a poor neighborhood and cannot educate themselves and they will put them into a program to make them a doctor, for example. After he completes that, from that period on, he has to give to the community, it is either two or three days of free service to the needy. Then he can make all the money he wants in the remaining four or five days.

In most instances, and I have met several of these doctors who have gone through this program, they make enough money in that period of time to live the highest style they would like to live. So, they are not hurt in any way.

They do give back to the community that which they receive. I would rather see something in your bill that says, if you get an education and become professional at something, and then you must help your community as part of the requirement of paying the government back. The requirement may be not as stringent as the Mexican law, but some similar requirement should exist.

We have that system already in place in the military academies. They get a fantastic education first and then they are required to give back a certain number of years of service. Has any of the task force or the group that put this together ever given any thought to that? Letting the poor get the education they need and then letting them give back the service afterwards, not requiring it beforehand?

Mr. **McCurdy**. Well, first of all, as I indicated earlier, we wouldn't disrupt an ROTC program, and we certainly don't disrupt the service academies.

The distinction between that service academy and encouraging someone to go into an area that you can't necessarily direct all the way through, is quite different.

The freedom that a student has is still provided. We say, "young person here is college, go." They spend the first couple of years trying to learn the basics, and often they change majors several times, but if they are like most young people, they don't know exactly what they are going to do the day they walk in the door.

Whereas, in a service academy, when you sign that dotted line, you sign. There's no guarantee you're going to graduate, but if you do graduate, they've got you. They've got you for six years.

They educate you the way they want to educate you. I mean, you're pretty well structured all the way through. If you drop out, guess what, you don't drop out of just college. You go into the military.

When I was on ROTC scholarship, I was actually in the reserves. You know, they've got a hook in you. I'm not sure we can go out there today and say, well, okay, young person, you are a bright kid. You're going to become a doctor and guess what? We've got you hooked.

The system doesn't work that way. I wish it would.

That's why some of us have scratched our heads for years. As I indicated, my wife went to medical school. Medical school has a lot of those folks who opted not to do return service.

Mr. **Martinez**. Well, when a disadvantaged student applies for a loan to get his education, you have got him under contract, too. He is supposed to pay it back. The only problem is that not many of our agencies really go after them with a vendetta to get it back until public sentiment forces them to do so.

The idea is that everybody has to pay something for what they receive. There's nothing wrong with writing something that would accomplish that.

The other thing I have a problem with in your proposal, and it even exists in the system with the academies, is that unless you're really physically able you can't participate. That's one of the fears that I have about your program.

Are we saying that the disadvantaged and the disabled are not going to be able to participate in the program that would get them the education they need?

Mr. **McCurdy**. Not at all. I tried to say that earlier. I take the opposite approach.

I find it hard to find a program of community service that a person with a handicap could not do. I don't care if it's just reading to old people in a home, or trying to help someone with literacy.

I'm a firm believer that there's so much that they can contribute, if just asked. We can find a limitless number of projects that they could be involved in.

No, we encourage them. What we want to do is have a high standard of people. We want to make voluntary service something that people would ascribe to.

One of the criticisms, and I'm surprised I haven't heard it today, is that the rich kids don't have to have Federal financial aid. So they go off the Harvard or wherever, and do their thing and don't have to be concerned.

There are programs out there today, Campus Compact and others where many of these prestigious institutions are considering, and have, as part of their entrance criteria some form of prior service.

I believe that's commendable. I think we need to elevate what service really means, as opposed to thinking, well, unfortunately, I've got to go do this for two years. You know, I've got to delay my opportunity to get that first BMW. Everybody else that I went to school with is already on the fast track and I'm delayed because I've got to go serve my country for a year or two. That's nonsense.

I think we need to engrain in our citizens a sense of civic duty, and that is what we're trying to do. We're trying to engrain in young people the sense that, yes, there is obligation and it's not all bad.

You have a choice. If you want to go plant trees in California or work in a day care center or work with Alzheimer's patients or deliver meals on wheels, whatever type of 'program, then you have the option. It is meaningful in that you, too, can get something from it.

The GI Bill put more people in and through college in the fifties than any other program. I think the quality of the students who came back from that experience was better. They were more motivated, and they certainly gave more back to their country in the long term than any other program we've had.

What we're trying to do is use the GI Bill as an example and to build upon it.

Mr. **Martinez**. Okay. Thank you, Dave. My time has run out. There are some other questions that I have, but maybe we can meet on the floor and talk about them.

Mr. **McCurdy**. I thank the gentleman. As he knows I'm always open to his suggestions and comments and would be glad to work with him. I appreciated testifying before your committee last year, too.

Mr. **Owens**. Mr. Hayes?

Mr. **Hayes**. Mr. Chairman, thank you very much. I have some questions, but I don't think I'll raise them because the Congressman's and my thinking are as far apart as the two poles on this issue.

I do want to make a couple or three statements. I have harbored an opinion for quite some time that there seems to be a concerted effort not to offer the opportunities for a higher education to many of the poor, particularly those who are black, because of the decline in the amount of money we are willing to spend to fund current programs.

When you come up with this kind of a proposal, it seems to confirm what I think because many kids who finish high school, and who want to go to institutions of higher learning, come from single-parent families with one income.

To say that they need to work or go into some branch of service—maybe get a job before they can go to an institution of higher learning.

I wanted you to take into account the fact that most of the jobs, if they are lucky enough to find one available, hover somewhere around the minimum wage level, $3.35 an hour, which some of us are trying to preserve, even the administration, as a training wage.

How can you accumulate enough money to go to college? It's not because of the lack of interest as it was implied in some of your remarks. The economic reason is the reason why many of the kids—declining in the number of kids who are current enrolled, particularly those who are black.

I was just wondering, I don't see how this could help, taking this kind of approach. A kid who wants to be a part of the society, who wants to be in a position to help protect this great nation of ours.

I've often said, and I think there is some merit to this which I heard years and years ago when we were fighting in the Civil Rights movement—sometimes you have to almost live in this skin to understand some of the problems you have when it comes to jobs and education.

We are not being hit by such issues as the Richmond, Virginia case. When it comes to affirmative action, even in my city, They have already seized upon this as a reason to hold up an affirmative action decision that they previously made.

So I just don't understand how this is really going to help the poor black kid, who is economically disadvantaged, to have an opportunity to get an education.

Therefore, I'm going to be very frank with you. We cannot support it under these circumstances as a member of three or four of these committees, which this legislation has been shared by. I just can't do it. It is a matter of conscience and as a matter of understanding the interpretation of the legislation itself.

Mr. McCurdy. If the gentleman would yield and allow me to respond. I would only say this to my good friend.

First of all—and I'm not sure you were here when I tried to make the point earlier—when you look at the facts as they are today, they're alarming. Joblessness among young people is higher than it's ever been; joblessness among black youths is even higher than those among the total statistics; and minimum wage jobs are not providing much opportunity.

You tell me, if you would, where that young person is going to be able to make 100 bucks a week, live at home, and at the end of one year have $10,000 tax-free available to them, or after two years, $20,000 tax-free available to them, under any existing program today?

The status quo stinks. It's not working today. Black enrollment has declined in universities today, over 10 percent in the last decade.

What I am trying to do, and my friend from Illinois knows, is try to open the doors of opportunity. The funding has squeezed. I don't believe this government has given enough priority to dealing with the underprivileged and the truly significant problems in the urban areas.

That's why the president of the Urban League likes the idea in this bill. That's why we've gotten the endorsements of many mayors and community leaders. They see this as an opportunity.

A hundred bucks a week. At the end of the time, you've got $20,000, two years. That's better than minimum wage any time. All you have to do is go serve and work in your own community.

I don't know that there's a job program out there today that's as generous as this. I don't know what the percentage among minority students is that attend higher education as opposed to the general population, but when 50 percent of the general population doesn't even intend to go to college, we've got problems. It may be higher with minority, I'm not exactly sure.

The opportunity to own a home or at least a down-payment, was designed for those peoples needs. So as opposed to being discriminatory or trying to block out opportunities, we're trying to expand the opportunities.

I'd only conclude with one point. Many of the black community leaders in my district got their experience through the military. I happen to have three large military installations, so it may be skewed with other populations.

Many people that are involved in the communities enlisted and officers in the military, the Army specifically.

If you look at the percentage of recruits that are blacks and minorities in the military, you'll find it's much higher than the general population. As opposed to having an opportunity to go to college, many of them went into military first.

What we're saying is, well, let's broaden that. Let's not just say, you have to go to the military. Let's give them the opportunity to work in their own communities that need them even more.

The very people we are drawing from in many instances will be the very people going back in that same community to provide assistance. They will be matched with local funds and state funds to contribute to addressing some of the needs in the local community.

Before the gentleman concludes all his reading of the bill, I would hope that he would discuss those topics in more detail, because I believe there are ways that we actually may have more commonality, and those poles may not be as far apart as you might think in an initial reading.

Mr. HAYES. Thank you, Mr. Chairman. I appreciate the gentleman's opinion and position and would like to maybe at some time further to discuss it, but I think this discussion has not altered or made the poles any closer together.

Mr. OWENS. Mr. Sawyer?

Mr. SAWYER. Thank you, Mr. Chairman. One of the advantages of sitting in this position on the committee is that so many of the good questions or comments have been made all the way along. I would, in that sense, would just like to take a moment to associate myself with some of the spirit and the substance of the comments that have gone before me, particularly with the gentleman from California. I want to express my sense of both gratitude and congratulations for having elevated this issue, the importance of national service, and its role in providing an avenue for expanding educational opportunities for a wide variety of people.

That gratitude is genuine, and I think it is shared by most of the members of this committee. The substantive concerns, I think, are also real. The question of whether or not we build a system that calls on us to serve, to earn a series of benefits, or to supplant a system that offers the opportunity to benefit first and then serve, or to do both simultaneously, really presents many kinds of dilemmas that we have heard discussions of here today.

Another important concept to consider is the changing demographics of the work force, college population, the difficulty of a young mother who has several children, not having the opportunity for the kind of service we are discussing here today and really being held hostage to a benefit first—serve later format.

I suspect the kinds of proposals that we've seen that include the variety of options, simultaneous, standing side by side—a student loan forgiveness component in return for service represents an opportunity to capture a larger and more diverse pool that Mr. Miller talked about.

Let me just close with a thought. Our system of education in this country was put together in a time when we were trying to make the transition from a largely agrarian, rural economy into an industrial and urban one.

At that time we put in place a system of education that built for the first time something we had been talking about for a hundred years. That was a 12 year entitlement to universal free public education. I took a long time to put that in place. There are some who suspect that it may now be outmoded in some places or least not sufficient to meet the needs of a changing society.

It seems to me that one of the things that we need to consider in building those avenues for a larger educational envelope, is to recognize that in some ways it may be in the national interest to expand our notion of that entitlement and rather than moving away from it, we might be well served to think how we can expand it as an entitlement, and that voluntary service becomes one of a number of avenues to achieve that entitlement for those who seek to exercise it.

No one has said in the last hundred years that anyone had to go to twelve years of free public education, but we know that those who did benefitted themselves and benefitted this nation enormously.

If we were to expand that to 14 or even 16 years over the next century, it seems to me that we would have done an enormous national service.

With that, I will stop, Mr. Chairman.

Mr. McCURDY. Mr. Chairman, if I could just quickly respond. The gentleman's statement was very good. I would just ask some questions in return, and that is: What about the 25 percent who drop out of high school today? I'm not sure the twelve year entitlement has worked as well as it should be right now. There many social program problems that we need to be addressing.

We have a difference on the question of entitlement. I support public education. I've opposed efforts to have vouchers for private schools. I'm a product of public education. The hairs on the back of my neck stand when people start to talk about limiting an opportunity. I am a product of it and I am here because of education, state education and public education.

Let me just reiterate one point. Again, the GI Bill worked. It's probably the best program we've ever had for getting people into colleges and providing opportunities. We're just trying to use that as a basis here.

The question about the young mother, I don't know if you heard in my statement, but there are compelling personal circumstances that we try to anticipate.

In coming from the state where the rate of teen-aged pregnancy is, I think, the third highest of any state in the country, it is absolutely outrageous to be faced with those situations and I think we have deal with them. We don't want to alter that.

Of course we shouldn't diminish the ingenuity and the ability of people to survive in this country as well. Just as a quick note, I know a young woman who just graduated from the University of Oklahoma in engineering with a graduate degree, a black lady who had children when she was 16, and she just graduated in electrical engineering and is going on for a Ph.D.

Once we start to stereotype and say that people can't make it, then we find that there are those notable exceptions and we're often wrong.

One last thing on your question, I would hope that the gentleman, having been the mayor of a well-known city, would understand the positive impact that a national service program would have in urban areas.

Considering the budget crunches that we have, I don't think we're going to be able to expand entitlements. Second, we are not going to be able to address those issues such as urban problems without something like this.

Mr. Owens. Mr. Poshard?

Mr. Poshard. No questions.

Mr. Owens. Mrs. Unsoeld?

Ms. Unsoeld. No questions.

Mr. Owens. Congressman, you've been quite generous with your time and quite patient. I appreciate your testimony.

Mr. McCurdy. Well, I certainly thank the committee for the opportunity. I appreciate your concerns. We certainly want to work with you.

I want to apologize to Mrs. Kennelly and others who were having—maybe I've taken all of the heat and she is going to come on here and have kisses and hugs, but she has been a very vital person in this debate and has provided some very good input as well.

I appreciate her indulgence with this this morning. Thank you.

Mr. Owens. You have taken a lot of heat, but you have thrown a lot of light on the subject. You will be hearing from us, I assure you.

Mr. McCurdy. Thank you very much.

Mr. Owens. We are pleased to welcome as our next witness, Congresswoman Barbara Kennelly.

STATEMENT OF THE HONORABLE BARBARA B. KENNELLY, REPRESENTATIVE, STATE OF CONNECTICUT

Ms. Kennelly. Thank you, Mr. Chairman and members of the Committee. I thank you for the invitation to testify, and for the time that you are taking to address the question of national service.

I have listened to Congressman McCurdy on the subject at great length. I appreciate listening to him because I think he's quite remarkable in his ability to defend the national service proposal that he is proposing with Senator Nunn.

I think my coming after two hours of testimony on the Democratic Leadership Council's national service proposal is absolutely correct in timing because I also endorse the DLC's proposal. I have been supportive of Senator Nunn and Congressman McCurdy's proposal, but disagree with the national service proposal presented by the DLC on the subject of education.

That is why I am here this morning, because I have had to wrestle with this entire issue. I'm sorry that I missed Congressman Miller because I know he usually enlightens when he speaks to a situation like this, because of his prominence and position on this committee, as well as the Select Committee on Children.

I am an absolute adamant supporter of national service. Thirty years ago, our President, John F. Kennedy, put forth that unforgettable call to national service. National service is an embodiment of that call. Yet, the need for national service is greater and more important than it was 30 years ago.

I am a woman who served on the city council of Hartford, Connecticut. I'm not proud of it, but I have to admit that the city of Hartford is the fourth poorest city of cities over 100,000 in the United States of America.

What I am afraid of, having gone through some of the exercise that I see the members of this committee go through, is that if we begin to put national service over here and the present system over here, and we just have a debate under those rules, we will not get national service. It's something that we need very desperately.

We need it because in the 30 years since John F. Kennedy many things have changed. And one of the very basic things that has changed is in fact the cost of education.

I think what some of us who are so proud of the Pell Grants, student loans, the work programs in our universities, these things that have done so much for our citizenry that we are afraid of change.

So, what I come here proposing this morning is that, if, in fact you really can be convinced of the need for national service, that you take the DLC proposal. One of the best pieces of the DLC is the fact that they are talking about $10,000 and $12,000. That's real money.

I think what some of us have refused to admit exactly how much some of our universities and colleges cost today. Without buying a shirt or a pair of pants or a notebook, we're talking about $18,000.

Being a woman who paid to send two children to Yale, one to Georgetown, and one to Wesleyan, I know what I am talking about.

I think that we should look at this whole proposal and take some of the very good pieces out of it, and work with what we have, the scholarship type programs, the student loan programs, and try to build a system. We have to build a safety net for the very poor.

And, Mr. Hayes, I know that is what he is trying to say. A safety net should be there. Obviously it should be there because the very well off, would not to even know about or read about this program.

Let's be honest, and remember the Peace Corps: Who were those who joined the Peace Corps and are waiting in line in the Peace Corps at this very moment? Often they're children of the well-off, and they have as much idealism as any other group of individuals.

Having said that, we know the very well-off won't have to do national service. Therefore, the very poor who don't have choices and have difficulties should have that safety net.

So I'm appealing to you, as the committee with the jurisdiction and the expertise, to try to put this together. I'm also appealing to you to do it because of the cost of a home, which is almost astronomical now; because, as I said, of the cost of education.

I'm also appealing to you to do this and try to bring forth with the McCurdys and the Nunns of this world, a national service proposal.

Last year we had before us a Pepper proposal, a health service program of entitlement, which would address the needs of the elderly, who wanted to stay within their homes, but had to have health care workers with them. I don't care if we had all the money in the world and got rid of the deficit, we couldn't have done that proposal because we didn't have the individuals to put in those homes. National service could provide by these workers.

We women in Congress talk about day care all the time. The fact of the matter is, we don't have individuals who can be in those day care facilities.

So I am coming here today, and I am working on my own bill with difference.

In the Nunn-McCurdy proposal, your $10,000 or $12,000 voucher would not be counted as income for tax purposes.

I agree with that. However, I think that the financial aid forms that parents fill out should include the voucher as income.

This also addresses the question of the most needy. If they had the $10 thousand and still required additional assistance, this change would target any additional aid to the most needy.

Also, the DLC proposal says you must complete your service prior to higher education. I think it's very important that we say you can be a member of national service after your education, for two reasons.

First, I've talked to educators. Very often high schools are able to get a child on the track to go to college. There is a certain amount of worry about the marginal case who isn't that well prepared, that if in fact they got into national service, that they would be less likely to be successful in college.

We want to open doors to education through national service. We don't want to be closing any of those doors. So I would suggest that we allow that to happen.

I'm very concerned, and one of the reasons I'm interested in national service is that I think it's terrible that we allow our young people to build up debt upon debt to get their education.

So I think it would be very good if we did have a national service proposal, if in fact we allow students who are already in college to use this voucher, so they could use that to help pay off their debt.

Then the last proposal that I would make concerns the drop out level.

Let's talk about the facts. Many of our inner-city young people are not getting out of high school, let alone being into the track for college.

I would suggest that any state that has a national service program be required to have a high school equivalency section to that, so if a student was attempting to get that high school equivalency, he/she could participate in national service. Oh, of course some kids make a hash of their lives during that high school period, but many later go back to that high school equivalency. Therefore, you should be eligible for the national service if you are in a high school equivalency program or willing to get into one.

So I come to you this morning really to caution you that two things are happening. The amounts of money that we can give for scholarships and loans is not providing adequate amounts of money for education.

We need national service because we don't have the manpower or the womanpower to do many of the things we would like to because of the demographics of what is going on with the birth rate.

I think we need a national service. I think we need a safety for the very poor, but I think the middle class truly would be supportive of the DLC proposal. The time has come to have a national service.

I thank you for letting me appear before you today.

[The prepared statement of Hon. Barbara B. Kennelly follows:]

Testimony of the
Honorable Barbara B. Kennelly
before the
Education And Labor Committee
March 15, 1989

Thank you, Mr. Chairman and Members of the Committee. Thank you for this invitation to testify here today. Let me speak briefly about the concept of National Service and then address those aspects of the bill that are within your jurisdiction.

The time has come for National Service. It asks our young people to give something back to their country. Americans believe in hard work and equal sacrifice for common good. National Service creates a new ethic of civic obligation that will assure access to increasingly expensive higher education or affordable housing for average young Americans and simultaneously addresses very real needs.

My legislation, H.R.948, is essentially a model for National Service proposed by the Democratic Leadership Council last May. It is virtually identical to legislation introduced by Senator Nunn and Representative McCurdy, H.R. 660, except for the education component.

Now -- I differ with H.R. 660 in the area of education. This bill would condition federal student financial aid on National Service. I believe in National Service. That is why I am here today. But I represent the 4th poorest city in the nation. I cannot force my constituents and Americans like them into National Service by denying them federal financial aid unless they serve. We must establish a safety net for the very poor.

Let me elaborate. As we proceed, we will find issues that need to be addressed, as in any legislation. The legislation says that for federal income tax purposes the National Service voucher is not considered income and therefore is exempt from taxes. We should revise this to retain this exclusion from income, but clarify that for purposes of the Financial Aid Form -- which parents submit to receive student aid -- that the vouchers should be considered income. In this manner, students who perform service would be required to prove need for any assistance beyond the National Service voucher.

A related issue is one of timing. National Service legislation would allow citizen soldiers to complete their service either before or after receiving the voucher. Civilian members would be required to complete their service only before receiving the voucher. In working on this legislation, I have had a number of discussions with education groups. They worry that marginal students have a very hard time making a successful transition from high school to college and that any break, such as national service, might jeopardize their chances of success in college. We should allow students to do their service before or after higher education.

We all know that student loan default rates have skyrocketed. We should allow those who are in default to participate in National Service and allow the voucher to be used to reduce or eliminate their debt. This will not completely solve our default problem, but it would be a small beginning to paying off the huge backlog of unpaid loans. It may also encourage some kids who already are in school and have loans to participate in the program.

H. R. 660 and other National Service bills assume that a student has a high school diploma. Given the drop-out rates, I propose that we require each State to include in its National Service plan provisions for those who are pursuing an equivalency diploma and to accept students without a diploma for service on the condition that they pursue an equivalency diploma.

Again, I think the concept of National Service is an important one. I commend the committee for looking into it so seriously and for beginning the debate.

I would be happy to answer any questions you may have.

Mr. Owens. Thank you for your testimony. I just have a couple of broad questions.

You mentioned you regretted not hearing Congressman Miller. The basic point that he made was that the problems out there—among the elderly, young people, the need for tutors and drug counsellors, et cetera—cannot adequately be addressed by teenagers coming out of high school.

To turn those teenagers loose on those people might not help matters very much. It would be far better to have people who have gone to school, to college, gotten the training and are able to bring back skills. They would be able to deal with the problems after they've gotten the training as a pay back.

The emphasis of this program is in the wrong direction in terms of up front. Could you comment on that?

Ms. Kennelly. Yes, and I see I've walked right into that. I usually agree with George Miller, but I don't agree with him on that.

I think one of the reasons that I'm attracted to in the national service program is that I think some of us get very much caught up into the idea that everybody goes to college.

Many of us did go to college. We get kind of in a higher educational ethnic here in Congress, here in the Beltway. A lot of people don't go to college. They get out of high school and they go to work.

I think they do very well, many of them. That's why the attractiveness of it, being able to put a down-payment on a home it is so good.

So I have to argue with Mr. Miller. I think if you do graduate from high school and you are a student, you would be able to provide some very needed services.

I would believe that most of our convalescent homes that are staffed, yes, by an administrator and some nurses; are staffed by health care providers who are doing a very good job, who are not college graduates but are in fact high school graduates. A revised version of my bill, however, will allow students to perform service before or after higher education.

Mr. Owens. Do you use Senator Pepper's bill as an example? Do you think high school seniors or high school graduates could be used to take care of people in their homes? There is not much supervision out there. They are on their own.

Ms. Kennelly. Yes, Congressman Owens, because I have spent a good deal of the last two years of my time in Congress, being a part of a team on the Ways and Means Committee to bring about welfare reform.

I have spent a great deal of time going back to see programs and do work in on the job training for jobs.

AFDC mothers—one of the delights of my life—when I'm in Washington I'm constantly told these programs won't work. Yet I can go out into a community and see a program being carried out for an AFDC mother—once again, a woman who has made a hash of her life at 15, and at 18 or 19 or 20 wants to get back on the track—and see her get a six week or an eight week training program for health care or day care, and do very well.

Mr. Owens. The youth program would have to build in some training before those youths are able to go out and do anything?

Ms. Kennelly. Oh, yes.

Mr. **Owens**. You would have to have some additional education and training?

Ms. **Kennelly**. I would say any job that any high school person goes into has some training. You go into any office, you go into any factory, you have a certain few weeks when you are made ready for the jump.

They don't put you right on a machine in a factory without any training. They don't do that. You would lose your hand.

Mr. **Owens**. I have another broad question. Should this be limited only to youth or is it be open-ended entitlement? A welfare mother with a few kids at age 30, would she be entitled to come into this program also?

Ms. **Kennelly**. I'm in leery of opening it up too wide. In fact, I have some reservations on the DLC program including seniors because of our limited number of dollars.

I would think it would be all right to put restrictions on it, but I'd think 26, say, would be a perfectly good age. If we look at the demographics of our welfare mothers, often they're very young when they begin. These are exactly the women that we want to get back.

We women, you know, live forever. These are the ones who want to get back into the mainstream. So I think you would welcome at least up to 26. What happens when it gets opened up too much, as you know, we can't pay for it.

Mr. **Owens**. Should it be universal entitlement for all youths up to age 26?

Ms. **Kennelly**. You know and I know we're not there yet. But I think we should look at those things. That's why I'm here to ask you to look at them.

Mr. **Owens**. Thank you very much.

Ms. **Kennelly**. Thank you, Mr. Chairman.

Mr. **Owens**. Congressman Smith?

Mr. **Smith**. I thank you, Mr. Chairman.

Congresswoman Kennelly, it's nice that we have friends in common but we have never had a chance to say hello to each other. So, it is nice to meet you.

Ms. **Kennelly**. How do you do, Congressman?

Mr. **Smith**. I assume despite your repeated reference to this DLC organization, I'm not quite sure what those stand for. The members of the minority have ideas and input on this.

Ms. **Kennelly**. I apologize for that. However, I didn't want to separate myself from that because I am sponsor of that bill, except for the educational title.

Mr. **Smith**. I understand. My intent is to be mostly whimsical, but I do want us all to remember that this is a hearing of five subcommittees with both parties, and I know that your party has an agenda.

Believe me, there are those of us on the other side of the aisle who know something about it and have deep concerns about these areas, too. I hope we'll keep that in mind.

I have two questions. First, has it occurred to anybody yet that there is another—we are talking about the coin of the realm being money. We're really quibbling over whether we put it up front or after the fact and how much and what the configuration is.

My experience, both with high school students, which gets to your high school equivalency level—I absolutely agree with you on that—and with college students, is that there's another kind of credit that really unlocks kids' interest, and it's academic credit.

We ran a program like this in Vermont, and it's been done in other places, but I would urge all of us who are thinking about these kinds of legislation to consider the explosive potential of saying to young people who are in vocational schools or who are in high schools, as well as in college, that if in fact you participate in one of these programs you get academic credit for it also.

It's a way to hold kids in school, quite frankly, and not simply as a retainer kind of a function, but to allow them to connect their own direct life experience with service to the community, and from that begin to draw some meaning that influences the rest of their studies.

If we think about it, we know that, we just don't act on it very often. So my concern is that you and others think about the question of academic credit as well as the idea of financial credit after the fact. The minute an institution, whether it's a college or a high school, says that this program is so important that we're willing to put credit on the line, which every kid in the world knows is what school is all about, then it becomes valued.

When the institution values training for community service and community service, regardless of what the financial piece is—and I think that's an important consideration—you have gained some ground with a kid who otherwise would correctly be very suspicious, and whose motives ought to include something on the nonfinancial side, I would argue.

Do you have any comment on that? I have one other question, but do you have any comment or reaction to that?

Ms. **Kennelly**. Your comments are very well taken, Congressman Smith. I understand exactly what you're saying.

We get involved in this, how do you pay for it? We certainly don't forget that we're talking about education. I welcome that suggestion.

Mr. **Smith**. My concern is that if you don't ground it on the educational side, you loose an incredible opportunity. Second, I'm just not clear—I was pretty clear with Congressman McCurdy, but in your case—is the program a mandatory or is it a quid pro quo that you're talking about, or is it choice? Does the student have the right to decide whether to fulfill his financial obligation either through service or other more traditional ways?

Ms. **Kennelly**. I'd hate to bring up the DLC again, but I think it should be made clear, and I think it sometimes gets lost in the conversation. The proposal that Nunn-McCurdy puts forward is totally voluntary. My bill however does not include the student aid pro quo.

To take it one step further, yes, there is the choice between a civilian job or a citizen soldier. The difference is the citizen soldier has to serve two years. The civilian can chose between serving one or two years.

Mr. **Smith**. But you can't chose between paying your bill some other way or being a citizen soldier? In other words, you've got to go into service to the country in order to pay back your financial aid or to earn this voucher. That's mandatory. The only question is what kind of service it is.

Ms. Kennelly. Well, or you go in the civilian area. We have a choice, it's absolutely voluntary: A, B, you chose whether you want to stay in the civilian world or you want to join the military.

Mr. Smith. But it's not voluntary in terms of whether you get to play or not one way or the other.

Ms. Kennelly. Oh, yes, it is, sir. What we're trying to say is, if you are well off, you don't even have to look at this at this program. You don't even have to be aware of it. You do what you were going to do.

The problem, I think, with the Congress people was that the McCurdy-Nunn bill does away with—down the line, the student loan opportunities that we have today.

If in fact you were going to get these vouchers, that would be the only way you would get help from the government. That's controversial. That's what I think brought the controversy. I disagree with that. I think there has to be a safety net there. My bill does not contain this *quid pro quo*.

Mr. Smith. My sense of it is—I'm still confused and that means I will just have to read it all again. At the point when you tell people to go help other people, I think the odds, as opposed to encouraging them as an option—whether it's a financial option or an academic option or an integrated program—the minute you get on to the mandation side.

If you want the build a road, I suppose that's one thing, but I sure as heck wouldn't want to have my bedsheets changed, if I were a senior citizen, by somebody, even if they had two weeks of training who didn't want to be there.

Ms. Kennelly. No, I didn't say two weeks.

Mr. Owens. The time of the gentleman is up. Maybe you can submit your questions in writing to get further clarification at that time.

Mr. Hayes?

Mr. Hayes. Thank you, Mr. Chairman. I want to commend the young lady for her presentation.

Ms. Kennelly. Thank you, sir.

Mr. Hayes. I think there is a distinct difference. Although you support the McCurdy bill, as I understand it, you have indicated a willingness to understand our need to develop some kind of safety net to protect the poor, which is my deep concern.

Just to indicate to you that—I am bothered about having that kid who is poor and wants to go to school having to wait instead of having help up front.

There ought to be a way that we can at least work out some part-time arrangements, where they can work and go to school or something of that sort and at the same time get a repayment of the money if it is in the form of a loan.

I hate to see us do away with the grant program or the guaranteed loan all together because many of them would never have gotten in there without it, or can't get in without it.

With the drop-out ratio of kids in high school increasing, particularly among blacks, because they just don't see any future. There is no hope. Some of them disagree with the curriculum and that kind of stuff and some of them for economic reasons drop out. But I just don't think without some kind of safety net we're going to do anything but increase the number of kids who don't have an opportunity, who are poor, to get a higher education.

I noticed this years past, but I just have to say this. I, upon graduation from high school, down in that isolated town of Cairo, Illinois, had no money. I had a desire. There was no kind of program, but available to me was an opportunity to enter the Civilian Conservation Corps, which I took advantage of.

I got $30 a month. I kept five and sent 25 home to help my family to care for my sisters and brother. Hence, when I left the Civilian Conservation Corps, I had no money and my family had no money.

I realize it was a rough period of time then, but I just don't see us—I would have liked to have had an opportunity to take advantage of some of the kinds of programs, such as a guaranteed loan.

I would have gone on into college, and maybe I wouldn't even be here today. I do not regret being here, but I have had other things in mind.

I just think that if kids finish high school, that should be something that's available to them, and those who are poor and need help to at least help them when they need it and want to go. I think that is not only to their advantage. I think it is to our country's advantage to be in that position.

Ms. **Kennelly**. Well, Congressman, that's why I agree with Congressman Miller, that in fact you should be able to have college and then do your service.

I also think that—we were starting with Mr. Smith, to get to the heart to the matter of whether it's voluntary or not.

Where I had to differ on an educational title is: If in fact down the line you do away with the student aid, how is the program voluntary, when your only avenue is in fact national service?

So I guess I would just reiterate once again, that's why I'm here. I think this committee has the expertise to fashion that safety net and still allow us to have a national service program that I feel is desperately needed in this country.

Thank you, sir.

Mr. **Owens**. Mr. Perkins.

Mr. **Perkins**. Yes, Barbara, I tell you, I'm very much in favor of the concept of a voluntary type program. I am adamantly opposed to a concept of an enforced type program where there are no other options available to the individuals.

There are cost problems that worry me greatly. Let's just take the mandatory program that we are looking at. It would probably cost, let's say, $5.3 billion the first year and go up to $50 billion, literally, with implementation of the program.

We're looking at about seven to eight hundred thousand students who would be served, again, under that type of program per year, versus around two million students that we serve for around $9 billion presently.

So I think programs that we presently have fashioned probably are getting out there and serving the populace as well as we need them to.

There are some problems with them, sure, but the big problem that we have and have had in education for a long period of time, is we don't have the money to do what we want to do.

So I think the idea of allowing the student to go through and work in a national program is a good idea. I think it's something we would all benefit from. I'm worried about the cost, quite frankly.

As I was driving to work today, I had National Public Radio on and I listened to one of my favorite programs being talked about, the Women and Infant Children program.

Ms. Kennelly. What, Congressman?

Mr. Perkins. The Women and—the WIC program.

Ms. Kennelly. Right.

Mr. Perkins. And of course we here on this committee know that less than one half of the students, the children, presently eligible for this program aren't receiving any type of assistance.

There's long lines and this long waiting list. Children after the age of one—it is supposed to go up to the age of five—aren't receiving the vouchers for basic type of development in these early years, because they don't have enough money in the Women and Infant Children program.

Vocational education has declined in real dollars somewhere between 28 to 29 percent since 1980. The programs that we have in all education have decreased from around 13 percent of total dollars being Federal, in all education programs, to today's seven to eight percent.

The problems that we have had in education are very significantly effected by the amount of money that we are able to provide.

I think the concept—and of course we look at programs like Job Corps that have been so effective for us, and that indeed are voluntary, where we utilize those students in a lot of community situations that are able to really get some benefit. I agree with you wholeheartedly that we could find uses for these students. We could put them to very positive uses in the community. There's no question about it.

We could combine that, I think, also with a training punch. The question ultimately in my mind gets to be, with the incredible number of good things that we've got going here in education and the scarcity of dollars that we have been able to put toward those causes and are presently putting forth for those causes, how much money do we have? How is that going to effect us in terms of cost?

Ms. Kennelly. Congressman Perkins, I would have to join in with Congressman McCurdy and say that we can pat ourselves on the back and say we are doing some wonderful things, but there is a good part of our student population that is not getting to college that should get to college.

One of the reasons that we have the competitive problems we have now is that we don't have enough well educated individuals.

So I just think we have to look at some new avenues. I think this is a very definite avenue to look at. That's all I can say.

I know we don't have enough for those other programs, but I think education and excellence is something that made us the country we are, and we have to look for ways of doing it.

Mr. **Perkins**. Great. Do you think then, is your contention for this program that it would have additional students? It would really be an outreach program that would have additional students that presently aren't taking advantage of college? I am all for that—that would, in fact, now not take advantage of some of the programs? They are worried by the tremendous debt that they incur when they go to college, and they would, in fact, now go to college because of this additional program that we are talking about?

Ms. **Kennelly**. Yes, I do, Congressman, for two reasons. One, as I already said, I don't think the dollars in that we are providing right now are adequate. In that proposal I am putting forth, you could build upon the two, and you pick up the new dollars.

I have, as I said, four children. One of them was absolutely young for 18. I will be very frank with you. There were moments when I thought maybe my son could go in the service, and in two years would be much better ready for college than he was when he got out of high school. I think many students get out and they're not quite ready to make a choice.

I think one of the beauties of the national service proposal is that it is asking our young people to do something. It gets them in a track of responsibility.

I think this proposal does two things. One, it gives you that dollar value in the voucher. The other thing, it puts you in an atmosphere where you are doing things and you are going to feel better about yourself. You're going to get more skills than you had when you did get out of high school.

I think there's an awful lot to be said for national service. I do in fact put more of our young people on the educational track through college.

Mr. **Perkins**. Okay. I realize my time is up, Mr. Chairman, but let me give you my bottom line.

Essentially, and I think this is going to be the bottom line with most of us here on the committee. The bottom line is we don't have anything against service, in the national service. We think it could be a very positive force.

We are concerned what additional educational component is it going to add to the training of people in this country and how much it's going to cost.

Ms. **Kennelly**. I know that. Every one of us wishes we could do so much and the deficit is not allowing us to do almost anything. Thank you, sir.

Mr. **Owens**. Thank you very much, Congresswoman Kennelly.

Ms. **Kennelly**. Thank you, Mr. Chairman for letting me appear.

Mr. **Owens**. Now we're pleased to welcome our next witness, the Honorable Constance A. Morella, the gentlewoman from Maryland.

STATEMENT OF THE HONORABLE CONSTANCE A. MORELLA, REPRESENTATIVE, STATE OF MARYLAND

Ms. **Morella**. Thank you, Mr. Chairman. I welcome the opportunity to appear before the joint subcommittees meeting today to discuss national service. I want to thank those of you who are able to remain for the end of this hearing for so doing.

I am going to try to be mercifully brief in terms of giving you a summary, so that there will be time to answer any questions that you might have about the bill that I have reintroduced this year.

It was in 1961 that John F. Kennedy signed the executive order 10924, which established the Peace Corps. It was later that year that about 900 people went on to 16 countries as our first Peace Corps volunteers.

In the mid to late '60s the number of people in the Peace Corps had increased to about 16,000. Now here in 1989, the number has dropped to approximately 6300. So the number has gone down.

The Peace Corps continues to be heralded by the heads of state of various countries benefit from Peace Corps programs to combat malnutrition, to help the malnourished, to help with education, to help with engineering of wells, all kinds of things that are done.

We saw the dedication of the Peace Corps volunteers last November, the 25th anniversary of John F. Kennedy, when in the Rotunda for 24 hours there was a vigil of returned volunteers, who read from their journals. They read not only about what they had done in the various countries where they worked, but also how the Peace Corps touched them, made them then citizens of the world and no longer just citizens of one country. So it has done a great deal.

Father Theodore Hesburgh, past president of Notre Dame University and a man very much interested and involved in young people and in service programs, spoke at a 1986 ceremony at Arlington National Cemetery in memory of those Peace Corps volunteers who had died during their service.

At that time he proposed that it is time for us to train people for peace, peace through development. He referred to the ROTC program, which is highly successful, and on which we spend $535 million a year.

We get some very bright people who are very interested in ROTC. He said, "You know, we really should do something with Peace Corps. We should make it a parallel program, nothing that conflicts with it." And really, my bill is based on that.

It goes a bit further. It would establish a demonstration program. So in response to Congressman Perkins' previously expressed budgetary concerns, it would cost $5 million to start off as a demonstration program at some universities to pay tuition fees for the last two years of college for those who qualify, and in return, they would spend three years of service in the Peace Corps.

During those last two years of college, students would be taking courses to prepare for service in Peace Corps project countries. During the school recesses, they would do local community service. So there would be a combination of emphases, foreign and domestic.

Then they would go off prepared, ready to assist, and not have the burden of student loans, for their last two years, which have prevented many potential volunteers from joining the Corps.

The bill is also targeted toward minorities. You know, it's interesting, just as an example, in the United States, 12 percent of the population is black and only two percent serves in the Peace Corps.

That was one of the things that was discussed by college university presidents when they got together to talk about what could be done to enhance the participation of minorities in the Peace Corps. This is also a result of that concern.

Inevitably, some of these programs would be established on historically black campuses. I believe such programs also generate the ambience of public service and leadership. Certainly, the returned Peace Corps volunteers end up in careers that are public service oriented, whether they're in the foreign service, or they're working in areas where there are great needs to help eliminate poverty.

This bill has the approval and strong support of the returned Peace Corps volunteers. University presidents have called me to express their support

You have a Member on this committee, Congressman Smith, who has had some direct experience, a working relationship with this type of program, because his university, Norwich University in Vermont, is the only one in the country that has as an undergraduate like this.

Certainly, he is, as are other members of the committee, a cosponsor of the bill. It now has more than 80 cosponsors. It passed the House last year as a study. It got over to the Senate, and died in the waning hours of the session. It was never actually voted on. But we know that happened to a lot of legislation.

As a final point, my legislation also ties in a resolution, passed by Congress in 1986, which said that we should work to raise the numbers of Peace Corps volunteers to 10,000 by 1992.

So if it is 6300 now, and we made a commitment of 10,000 by 1992, here is a way of combining community service, international peace through the development, assisting people with higher education, creating leadership on college campuses which permeates the community, and reflecting the interest of Congress.

I thank you very much. I hope you do something with this. I have no problem with you trying to incorporate it into a public service bill.

Obviously, I think it's exemplary. I really appreciate the opportunity to share it with you.

[The prepared statement of Hon. Constance A. Morella follows:]

CONSTANCE A. MORELLA
8TH DISTRICT, MARYLAND

COMMITTEES
POST OFFICE AND CIVIL SERVICE
SCIENCE, SPACE AND TECHNOLOGY
SELECT COMMITTEE ON AGING

[illegible]

Congress of the United States
House of Representatives

STATEMENT BY
THE HONORABLE CONSTANCE A. MORELLA
BEFORE THE
COMMITTEE ON EDUCATION AND LABOR
SUBCOMMITTEE ON POSTSECONDARY EDUCATION
MARCH 15, 1989

Mr. Chairman, I want to begin by thanking you for the opportunity to address this hearing on national service legislation under consideration in the 101st Congress, and I appreciate your interest in the legislation which I have introduced to increase participation in the Peace Corps. I know that the exchange of ideas which will occur today will make an important contribution to the final structure of the national service legislation which I am confident will eventually be passed by the 101st Congress.

Mr. Chairman, the time has come to challenge a new generation of American students. The kind of commitment that President Bush spoke of in his inaugural address, "to make kinder the face of the nation and gentler the face of the world," is indeed a reality in the United States today. In meeting and talking with young people in my Congressional District and throughout the metropolitan area, I can testify to a new idealism and an eagerness to serve others -- in neighborhood food banks and soup kitchens, in shelters for the homeless, in nursing homes, and in after-school tutorial programs. And I see a renewed interest in overseas programs like the Peace Corps.

In September 1986, at the memorial service at Arlington National Cemetery held to honor those Peace Corps Volunteers who died in service, Father Theodore Hesburgh, then-President of Notre Dame University, suggested that students should have the opportunity to train for peace as they do for war. Father Hesburgh proceeded to propose a new challenge to our nation's college students, taking as his model the Reserve Officer Training Corps (ROTC).

Tens of thousands of outstanding high school graduates compete for ROTC scholarships each year. The most qualified candidates, determined by merit and commitment, are chosen, given excellent, all-expenses-paid educations, and at graduation are sworn in as officers in the armed services. Father Hesburgh called ROTC "a good bargain for both parties and for our country, too," and suggested "not a replacement for ROTC, but a parallel choice." Having planted this seed, I determined to work with the Peace Corps to nurture this idea and help it grow to fruition.

On February 9, I reintroduced the Peace Corps Volunteer Demonstration Program Act, H.R. 985. This bill, cosponsored by more than 80 Members of the House, with 64 original cosponsors, seeks to establish a Peace Corps training and scholarship program similar to the ROTC programs already in place at many of our colleges and universities. As you may recall, an amended version of similar legislation passed the House last year. I believe that H.R. 985 is an important addition and complement to the national youth service plans already proposed by the Bush Administration and by other Members of Congress, and which are under consideration today.

The legislation which I have introduced addresses the particular benefits which Father Hesburgh believed would result from this proposal:

It would help "to institutionalize the Peace Corps and set it firmly into American life."

It would produce Peace Corps Volunteers who are much better trained than present Volunteers, who only have about three months to prepare for service.

It would reinvigorate the once fruitful relationship between the universities and the Peace Corps.

It would "suddenly address... one great lack so often voiced about universities and American students today: the provincialism of students, the lack of international concerns, the dearth of Americans who can speak both the main and the esoteric languages of the world."

H.R. 935 will provide financial assistance -- tuition, room, and board -- in the final two years of college for students who agree to serve in the Peace Corps for three years following their graduation. Special emphasis will be given to recruiting minority students, who have been historically underrepresented in the Peace Corps, and preference will be given to students enrolled in technological and scientific fields. In addition to their regular academic curriculum, these Peace Corps candidates will also be required to study the languages, customs, history, and politics of those countries or regions in which they will serve. During their summer breaks, they will receive practical experience in public service in either their own communities or in the communities where they attend college.

For many students, and particularly for minority students, entering the workforce as quickly as possible after graduation is a practical economic necessity. Repaying the often enormous loans that have financed their educations must be a top priority for them and their families. H.R. 985 would help to remove that financial barrier, easing the burden for many students and encouraging international service by providing grants in return for a three-year commitment to the Peace Corps.

At a meeting at Stanford University two years ago, college presidents, including representatives from historically black colleges, met with Peace Corps officials to renew old ties between the academic community and the Peace Corps, and to consider ways to attract new volunteers, especially from minority groups. It was noted that although the idea of public service is an essential thread in the fabric of black American life, it is particularly difficult for students who may be the first in their families to attend college to surrender their first few years of earning power.

Mr. Chairman, there is no question that the Peace Corps is committed to reflecting the diversity of the American people in its own ranks of goodwill ambassadors to the world. Yet it has indeed had trouble attracting minorities. [illegible] of [illegible], [illegible] the population of the United States [illegible] percent Black, African-Americans constitute only about two percent of Peace Corps Volunteers.

The college presidents suggested that the incentives proposed by the legislation which I have introduced are certain to be of particularly great value in attracting African-Americans and other minorities into the Corps. The Peace Corps has indicated that a program like that envisioned by H.R. 985 could take in 200 to 400 students each year. If only one in four of a minimum 200 students were black, the number of African-Americans in the Corps would increase by as much as 50 percent in just one year. And this presence would have a ripple effect, helping to augment the number of minorities among foriegn service officers and personnel of the Agency for International Development, both of whom the Peace Corps is a noted supplier.

Mr. Chairman, as you know, the Congress and President Reagan strongly supported the 1986 resolution setting a target of 10,000 Peace Corps Volunteers by 1992. This legislation would help achieve that goal by addressing the decline in the number of Volunteers, which has dropped from a high of around 15,000 in the mid-1960's to just over 6,000 today.

The program created by this legislation would also help the Peace Corps recruit students with an expertise in such "scarce skill" areas as forestry, crop extension, animal husbandry, irrigation -- all of them skills which are much in demand in Peace Corps countries and in short supply on American campuses. It is well known that the Peace Corps today has a surplus of applicants with generalist degrees in fields such as history and political science. It is less well known that the Peace Corps does not come close to satisfying host countries' requests for Volunteers with those "scarce skills" which I previously mentioned. For instance, in Fiscal Year 1988, the Corps was short 35 forestry specialists, 121 crop extension specialists, 29 specialists in husbandry of large animals, 62 specialists in health and nutrition extension, and 50 specialists in early childhood and primary education. And we know that host countries often do not ask for all the specialists that they need in a particular field, but instead revise the number downward so as to more closely approximate what they feel the Corps is presently able to provide.

Mr. Chairman, liberals and conservatives, returned Peace Corps Volunteers, educators, editorial writers, and peace groups from around the country have supported the concept of a Peace Corps training program. In addition, Loret Ruppe, who has served as an outstanding Peace Corps Director for the past eight years, has strongly endorsed H.R. 985.

Mr. Chairman, I believe that it is time to hand the challenge to a new generation of American students and to ourselves as a nation "to make gentler the face of the world." I firmly believe that national service legislation, and H.R. 985 in particular, will provide our youth with the opportunity to confront that challenge. Today, thousands of our young people compete for ROTC scholarships. H.R. 985

will allow our best and our brightest to compete for scholarships for peace as well.

Mr. Chairman, Members of the Committee, I want to thank all of you for your interest in this legislation and in national service.

CONSTANCE A. MORELLA
8TH DISTRICT, MARYLAND

COMMITTEES
POST OFFICE AND CIVIL SERVICE
SCIENCE, SPACE, AND TECHNOLOGY
SELECT COMMITTEE ON AGING

Congreſs of the United States
House of Representatives

WASHINGTON OFFICE
1024 LONGWORTH HOUSE OFFICE BUILDING
WASHINGTON, DC 20515
(202) 225-5341

DISTRICT OFFICE
11141 GEORGIA AVENUE
SUITE 302
WHEATON, MD 20902
(301) 946-6801

Summary of H.R. 985
The Peace Corps Volunteer Education Demonstration Program Act
Introduced in the 101st Congress, February 9, 1989

Respectfully submitted to the Committee on Education and Labor Subcommittee on Post-Secondary Education for March 15, 1989 hearings on national service legislation introduced in the 101st Congress

Mr. Chairman, because I firmly believe that the time has come again to challenge a new generation of American students, I introduced legislation on February 9 of this year which would pay for two years of college study in return for three years of service in the Peace Corps.

H.R. 985, the Peace Corps Volunteer Education Demonstration Program Act, cosponsored by more than 80 House Members, including 64 original cosponsors, was developed in consultation with the Peace Corps administration and would provide $5 million for the first year of a five-year demonstration program. An amended version of similar legislation, which I introduced in 1987, passed the House last year.

This legislation is especially timely in light of the renewed emphasis which has been placed on public service recently, and I would like to commend President Bush for his leadership on this issue. This bill would bring the kind of commitment which the President spoke of in his inaugural address, "to make kinder the face of the nation and gentler the face of the world," closer to realization. While we certainly must be cautious, in this era of fiscal restraint, about committing ourselves to new expenditures, it should be considered that we now appropriate approximately $500 million each year for Reserve Officer Training Corps (ROTC) programs. Surely we can afford just one percent of that sum to train our young people to work for peace in service to their country.

Under the program, which is modeled after the ROTC programs now offered at many colleges, the federal government would pay the education costs for qualified undergraduates during their last two years of school. Just as ROTC students take military courses, these Peace Corps candidates would take courses designed to help prepare them for service in the nations that have Corps projects. They would study the language, culture, and history of the nation in which they would serve, as well as such subjects as agriculture and economic development. After graduating, participants would serve three years as Peace Corps volunteers.

All candidates would be selected on the basis of merit and commitment. However, because the Peace Corps has had difficulty recruiting minorities, preference would be given to minority students, who are sharply underrepresented among the ranks of Peace Corps volunteers. For example, recent statistics showed that while blacks are 12 percent of the population, only two percent of volunteers are black.

For such a small investment, our nation would reap generous benefits. The Peace Corps, whose efforts are so appreciated overseas, and which includes perhaps some of our country's most effective goodwill ambassadors, has had a shortage of skilled volunteers. This program would correct that deficiency, as well as help to develop a commitment to public service which sometimes seems disappointingly absent among so many of our younger citizens. And, as is the case today, Peace Corps volunteers continue to serve their nation upon their return, in such fields as government, international relations, medicine, and education.

All across the nation, thousands of students compete for ROTC scholarships. With this legislation, our best and brightest young people will have the opportunity to compete for scholarships for peace.

Mr. **Owens**. Just a couple of broad questions, Congresswoman.

The numbers are down for the Peace Corps. They are also down for VISTA, which is almost out of business in terms of the amount of money appropriated for it. Do you think this is because of youth apathy or the policies of the past few administrations?

Ms. **Morella**. Well, as you know, there are a variety of reasons that Peace Corps numbers have gone down.

One of them has to do with budget cuts; I cannot deny that that had an impact on it. I think it also had to do with the direction of the country.

I think that young people reflect the vibes in the nation and they became more oriented toward specifically "getting by," but I think this is changing. I really do feel, in talking with the young people in my community, and those who have called from college campuses throughout the country, that attitudes of our young people have, indeed, changed. I think they want opportunities for public service, but we have to be able to provide the opportunities for them to do that.

One of the problems is that we forgot there was a Peace Corps. So this also helps with revitalization.

Mr. **Owens**. When you say "we" what do you mean?

Ms. **Morella**. The United States.

Mr. **Owens**. The Administration or Congress?

Ms. **Morella**. We as people. I don't want to just blame the Administration, I don't want to blame just the Congress. I think all of us share the blame.

In fact, there is a new program now, the VITA. It's even a reflection of what the Peace Corps volunteers contribute, even after completing their service. It just started last year.

Some states, like Virginia, are picking up on it. Volunteers who have returned from the Peace Corps are going into their states to establish community service programs to assist, hoping also to create that kind of ambience of public service.

There are a lot of other ripple effects. There are partnerships now being established with businesses and returned Peace Corps volunteers, with schools, again to utilize the experiences of peace through development.

So I think there is a beginning and a renewed interest in the Peace Corps and in public service. I think we should act now. By so doing, we can ultimately, through that multiplier effect, and through concentrating on it, expand the numbers.

Mr. **Owens**. You didn't mention VISTA. Are you familiar with VISTA?

Ms. **Morella**. I am very familiar with VISTA, Volunteers In Service To America. I have applauded their good works and I have been to many of their functions. As a matter of fact, the VISTA people think this is a great bill, too.

Mr. **Owens**. Thank you very much. Mr. Smith?

Mr. **Smith**. Congresswoman Morella, I was wondering to follow along on what I think the Chairman was pursuing, can you imagine or conceive of a situation either in the write up of this bill over the next few weeks or months, or five years down the road after it has been demonstrated to be effective, that it might be broadened include VISTA, to include the Teacher Corps, to even include three years of service in a non-profit church or other agencies as long as its service at a low level of pay.

In other words, is there room in the idea structurally and philosophically to see it spread at some point?

Ms. Morella. Absolutely, and I'm glad you worded it that way. This is the beginning; this is the spark that I think can radiate in so many different ways.

But yes, it can expand, and I can see it incorporated in many different ways in various programs. It is not an island unto itself. It is a "rebeginning," a renewal of a concept that is truly American.

Mr. Smith. I guess the other observation that I would have, and since you've blown my cover—It probably won't sound like more than a paid nonpolitical advertisement, but my experience in over 20 years of working with kids in educational programs around experiential things is that this program, this concept, the way you constructed it, in fact, has the seeds of success.

Father Hessburg was just dead right, you have combined the two things or the three things that will compel young people or older people to participate.

One, you're going to answer a financial need. Two, the institution that they are involved with, their college or their university is saying, this is so important to society that we are going to take a stand and make room for it in our structure.

The message of the culture is that it is valued to do service. I would tell you for all our words, and understanding the last eight years that it's been difficult down there—and I guess I thank God I wasn't here. It sounds like it was pretty tough stuff.

The fact is that since the Watergate tragedy, maybe go back a few years before that, the institutions of higher education in this country, and really our general institutions, haven't been able to sustain, either in terms of their rhetoric or in terms of their being, the way they do business—a commitment to serve other people.

It just has not been on the national agenda. It was driven off by all sorts of other concerns like gas shortages and other things.

Now is the time to bring it back home. I think this structure is educationally sound. It will turn kids on. Our experience up in Norwich—the military institution—we had kids leaving ROTC to join this program on a demonstration basis.

Our first graduate is in the Peace Corps today. He quit Air Force ROTC, to go out and help people rehab their houses during the Vermont winter and he is in the Peace Corps today. It really is powerful for the faculty and for kids, and it is going to help them with their bills, too. I think it is a great idea.

Ms. Morella. Fantastic. Thank you for being so articulate in relating the personal experience of success which you have had.

You know, it is interesting because my alma mater, Boston University, is trying some of this program on a graduate level. I understand Harvard Dental School is thinking about doing it for periods of time, again, on a graduate level.

With this bill it would be the first time we're doing it on an undergraduate level. We are doing it particularly with the idea in mind of getting minority students, who without this kind of program, might be shackled—this was discussed—with college loans and so, therefore, do not see the Peace Crops as a feasible opportunity.

Mr. **Owens**. Mr. Hayes?

Mr. **Hayes**. Thank you, Mr. Chairman. I just want to commend my colleague for submitting this proposal, this proposal, this resolution. I think it's a good idea, it's one good example. I certainly support it. I am very much in favor of the Peace Corps.

When you cite a figure that only two percent of blacks are part of it, there is a reason for that. It is a volunteer kind of program and many of them can't afford it, but here is an opportunity that they can enter it and at the same time further their education. I think it is a good idea. I am surprised it is coming from your side of the aisle, though.

Ms. **Morella**. Oh, stereotypes. Thank you. Congressman Hayes is one of my cosponsors. I thank you very much for that.

Mr. **Owens**. Congressman Perkins?

Mr. **Perkins**. I think it is a wonderful idea, Connie. There's no problem over here as far as we are concerned. We just wish you'd come over on our side.

Ms. **Morella**. This is a great subcommittee.

Mr. **Owens**. Thank you very much, Congresswoman.

Ms. **Morella**. Thank you very much. Thank you, Mr. Chairman.

Mr. **Owens**. The hearing is now adjourned.

[Whereupon, at 12:25 p.m., the subcommittee was adjourned.]

JOINT HEARINGS ON THE ISSUE OF NATIONAL SERVICE

WEDNESDAY, APRIL 19, 1989

House of Representatives,
Subcommittees on Elementary, Secondary, and Vocational Education; Postsecondary Education; Human Resources; Select Education; and Employment Opportunities,
Committee on Education and Labor,
Washington, DC.

The subcommittees met, pursuant to notice, at 9:35 a.m., in Room 2175, Rayburn House Office Building, Hon. Augustus F. Hawkins [Chairman] presiding.

Members present: Representatives Hawkins, Kildee, Williams, Martinez, Owens, Hayes, Sawyer, Payne, Lowey, Poshard, Unsoeld, Fuster, Goodling, Petri, Gunderson, Bartlett, and Smith.

Staff present: Eugene F. Sofer, budget counsel; Richard P. Jerue, staff director, Subcommittee on Postsecondary Education; Jillian G. Evans, legislative analyst, Subcommittee of Select Education; Beth B. Buehlmann, minority education coordinator; and Michael Lance, minority professional staff member.

Chairman Hawkins. The Committee on Education and Labor is called to order. Let me welcome all of you to the second joint hearing of five subcommittees of the Education and Labor Committee on the issue of national service.

The subcommittees involved are Elementary, Secondary, and Vocational Education; Postsecondary Education; Human Resources; Select Education; and Employment Opportunities.

Each has jurisdiction over some aspect of the national service issue. I anticipate one additional hearing before the committee begins to develop its own comprehensive national service bill.

Let me briefly note some concerns of mine. First, I am very leery of tying Service to the Student Financial Aid programs. Second, I want to insure that Service is accompanied by training and education, where necessary.

Third, I want to insure that any Service bill leaving this committee has strong antidisplacement provisions as well as other labor protections.

Finally, in an era of budget restraint, I would not want to see a large Federally-supported Service program that drains scarce resources from other existing high priority programs.

I hope that this hearing helps to provide members with a sense of what we should do in the national service area as well as with a sense of what we should avoid.

We have a list of very competent witnesses before us today and I would ask that I be permitted to revise and extend my remarks and have them inserted in the record at this point.

[The prepared statement of Hon. Augustus F. Hawkins follows:]

Remarks of Chairman Augustus F. Hawkins
Hearing on National Service, April 19, 1989

Good morning. I want to welcome you to the second joint hearing of five subcommittees of the Education and Labor Committee on the issue of National Service. The subcommittees involved are Elementary, Secondary, and Vocational Education; Postsecondary Education; Human Resources; Select Education; and Employment Opportunities. Each has jurisdiction over some aspect of the National Service issue. I anticipate one additional hearing before the Committee begins to develop its own comprehensive National Service bill.

I do want to briefly note some concerns of mine. First, I am very leery of tying Service to Student Financial Aid programs. Second, I want to insure that Service is accompanied by training and education, where necessary. Third, I want to insure that any Service bill leaving this Committee has strong antidisplacement provisions as well as other labor protections. Finally, in an era of budget restraint, I would not want to see a large federally-supported Service program that drains scarce resources from other existing high priority programs.

I hope this hearing helps to provide Members with a sense of what we should do in the National Service area as well as with a sense of what we should avoid.

OUR WITNESSES TODAY ARE ON THREE PANELS:

THE FIRST IS COMPRISED OF FIVE COLLEGE PRESIDENTS--

1. DR. JOHNNETTA COLE OF SPELMAN COLLEGE.
2. DR. EDWARD BLOUSTEIN OF RUTGERS UNIVERSITY,
3. DR. ROBERT CORRIGAN OF SAN FRANCISCO STATE UNIVERSITY,
4. DR. STEVEN ALTMAN OF TEXAS A & I UNIVERSITY, AND
5. DR. W. RUSSELL TODD OF NORWICH UNIVERSITY.

THE SECOND PANEL IS COMPRISED OF--

1. DR. DONALD STEWART, PRESIDENT OF THE COLLEGE BOARD, AND
2. MS. REGINA MANLEY, COORDINATOR OF POST SECONDARY GUIDANCE CHICAGO PUBLIC SCHOOLS.

THE THIRD PANEL IS COMPRISED OF--

1. MR. FRED AZCARATE, PRESIDENT, U. S. STUDENT ASSOCIATION,
2. MR. WAYNE MEISEL, CAMPUS OPPORTUNITY OUTREACH LEAGUE,
3. MS. MARTIEN TAYLOR OF YALE UNIVERSITY, AND
4. MS. GENEVIEVE LYNCH OF THE VOLUNTEER ACTION COUNCIL, UNIVERSITY OF RICHMOND

I yield to Mr. Goodling and any of the other members who would like to make a statement at this time. Mr. Goodling.

Mr. GOODLING. Mr. Chairman, just a brief statement and then I would ask that the entire statement be placed in the record for Mr. Coleman.

Chairman HAWKINS. Without objection, Mr. Coleman's statement will be inserted.

[The prepared statement of Hon. E. Thomas Coleman follows:]

Opening Statement

Congressman E. Thomas Coleman

Hearing on National Service Legislative

April 19, 1989

Mr. Chairman, I am pleased that we will be discussing again, this morning, the issue of National Service. Clearly, this is an issue that has gained considerable national attention. Equally clear is the importance of providing young people in America an opportunity to participate in communities in which they live, to serve the larger society, and by doing so, find a sense of purpose beyong themselves.

No one would argue with such a goal. Based on current volunteer service programs in high schools, colleges, state-level conservation programs, and such Federal programs as VISTA and the Student Community Service Program, young Americans are contributing virtually millions of hours of community service to the poor, the infirm, to the educationally disadvantaged, to the inner-cities, and to preserving the environment.

The central question before Congress is the extent to which this spirit of volunteerism should be harnessed at the national level by an over-arching "national service" program.

From the perspective of the Postsecondary Subcommittee, such "national service" programs raise a number of concerns: (1) such as, the impact of mandatory or volunteer schemes on current enrollment patterns of the 18 to 24 year-old age group;

page 2

(2) the extent to which these programs supplement or supplant current Federal student financial aid programs, and (3) the equity issue of requiring some form of service-- whether civilian or military-- as the sole means of earning Federal student educational benefits. Given such a requirement, low-income students especially would be forced into service or penalized for not serving. Surely, such direct tying of national service to educational benefits-- in the form of vouchers or loan forgiveness-- will mean that national service programs will have disproportionately large numbers of low-income participants, who would not otherwise have access to student financial aid.

I am also concerned about providing continuing access to financial assistance to the fastest growing segment of postsecondary education: older, part-time students. Many of these so-called "non-traditional" students are already parents and have family responsibilities. Will national service programs have the flexibility to enroll volunteers from this group of independent, self-supporting students?

An additional concern is the extent to which national service programs will have an impact on enrollments and attendance patterns, especially in the context of the demographic decline in the 18 to 24 year-old age cohort, which is projected to drop from a 1980 high of 30 million to 24 million by 1995, a drop of roughly 25%. Will postsecondary institutions, the military, and national service programs increasingly compete for members of this cohort?

A recent study by the Department of Education on persistence and degree attainment patterns provides us with sobering statistics on the effects of delayed, interrupted, and part-time study. While 75% of 1980 high school graduates who enrolled full-time after high school received a degree by 1986, only 20% of those who delayed their education or studied part-time received a degree during the same period. For low-income students, the impact of delaying study is even more devastating: less than 1 in 10 had received a degree during the same time period.

I hope that you will be able to respond, today, to these and other concerns. I will be the last member of this committee to make the claim that our current financial aid programs are flawless. Indeed, current financial aid resources are stretched to the limit and the integrity of the Stafford Student Loan program is jeopardized by continuing problems of program abuse and defaults. But the program does serve each year some 6 million students, through a combination of grants, loans, and work-study assistance. Most of the recipients of this aid are low-income students, who could not otherwise continue their education. Indeed, our primary Federal role is to provide increased access to educational opportunities.

Will national service programs provide the same access, to the same number of participants, and will these programs enhance or lessen the chances that low-income, "high risk" students will complete a postsecondary educational program?

Again, I welcome you today, and I look forward to your testimony and responses.

Mr. Goodling. I am pleased that we will be discussing again this morning, the issue of national service. Clearly, this is an issue that has gained considerable national attention. Equally clear is the importance of providing young people in America an opportunity to participate in communities in which they live, to serve the larger society and by doing so, find a sense of purpose beyond themselves.

No one would argue with such a goal based on current volunteer service programs in high schools, colleges, state-level conservation programs, and such Federal programs as VISTA and the Student Community Service Program. Young Americans are contributing virtually millions of hours of community service to the poor, the infirmed, the educationally disadvantaged, the inner-cities, and to preserving the environment.

The central question before Congress is the extent to which this spirit of volunteerism should be harnessed by at the national level and over-arching "national service" program. I think the issue that will be discussed as we talk about these programs is what role and how heavy-handed the Federal Government should be in its involvement in the whole idea of a community service program.

Chairman Hawkins. Thank you. Any other members who would like to make a statement at this point?

Mr. Williams. Mr. Chairman?

Chairman Hawkins. Mr. Williams.

Mr. Williams. Thank you, Mr. Chairman. I want to say I am particularly impressed by the three panels that you have selected to be here. The five college presidents represent a wide variety and I think an appropriate variety of higher education institutions in the United States reflecting differences in size and student population and location and mission of higher education in America and we are going to be very interested in what each of you have to say to the committee with regard to national service.

The second panel is made up of two witnesses who have been involved for years in both opportunity of education in the United States and access and the importance of the access question to students in the country and then the third panel is one that we have long-waited to hear from and that is the students themselves who in the final analysis will be the expert witnesses on the validity of the national service legislation and its effect upon their individual lives.

As chairman of the Postsecondary Education Committee, I do want to note my own personal concern and the concern of what I now believe to be a majority of the members of our Postsecondary Education Committee with the national service approach that is reflected in the Nunn/McCurdy legislation.

I now believe there is a majority of our subcommittee in opposition to the approach of our friends, Senator Nunn and Congressman McCurdy. The value of the bill, therefore, seems to be in furthering the debate about national service legislation. I say, perhaps, with some jeopardy, that it now appears as though the Nunn-McCurdy bill as it sits, as it is written, and has been introduced has very little chance to see the light of day because it cannot pass the subcommittee itself.

I understand that Senator Nunn and Mr. McCurdy are busily working on suggestive amendments which they intend to visit with me and the members of my committee. Thank you, Mr. Chairman.

Chairman HAWKINS. Any other statements at this time?

Mr. MARTINEZ. Mr. Chairman?

Chairman HAWKINS. Mr. Martinez.

Mr. MARTINEZ. In consideration of the time and the excellent panels that will be testifying, I would ask that my statement in its entirety be entered into the record and I will be very brief.

Chairman HAWKINS. Without objection, so ordered.

Mr. MARTINEZ. Like Mr. Williams and yourself, I have great reservations about tying youth service to higher education and especially what it would do to displace those higher education assistance programs that are so important, especially to the kinds of people that I represent.

I really don't feel that that particular legislation is going in the wrong direction, and we have seen through the chairmanship of my subcommittee current programs throughout the United States that are very successful and that are harnessing the talents of young people and rewarding them for service in several ways.

The fact that participating youth begin to feel a self-worth and feel that they are a contributing member of the community is important. In addition, the fact that they receive education in return for the service that they provide is crucial to any legislation. An expansion of those successful programs in my mind is a movement in the right direction.

I really would hope that somewhere along the line we could get Congress to believe that one of the most important roles of any youth service program is to provide educational assistance because, after all, these young people cannot move forward in careers or job opportunities unless they have that education necessary in today's technical world.

With that, Mr. Chairman, I relinquish back the balance of my time.

[The prepared statement of Hon. Matthew G. Martinez follows:]

STATEMENT OF CHAIRMAN MATTHEW G. MARTINEZ, 5 SUBCOMMITTEE JOINT HEARING ON YOUTH SERVICE, FOCUS ON HIGHER EDUCATION LEGISLATION, WEDNESDAY, APRIL 19, 9:30, RM. 2175 RAYBURN

IT IS MY PLEASURE TO JOIN THE OTHER FOUR SUBCOMMITTEE CHAIRMEN OF THE EDUCATION AND LABOR COMMITTEE TO FOCUS ON THE IMPORTANT ISSUE OF YOUTH SERVICE FOR OUR COUNTRY.

AS A CONCEPT, YOUTH SERVICE IS AN IDEA WHOSE TIME HAS COME. PRESIDENT BUSH HAS ENDORSED THE NEED FOR NATIONAL YOUTH SERVICE. IN MY HOME STATE OF CALIFORNIA, FORMER GOVERNOR RONALD REAGAN SIGNED INTO LAW ONE OF THE MOST EFFECTIVE ONGOING STATE CONSERVATION CORPS PROGRAMS, THE CALIFORNIA CONSERVATION CORPS.

THERE ARE AN EXISTING ARRAY OF 53 HIGHLY SUCCESSFUL YOUTH SERVICE CORPS PROGRAMS AROUND THE COUNTRY THAT HAVE PROVEN AN IMMENSE SUCCESS FOR THEIR LOCAL COMMUNITIES. IN FACT, ON APRIL 28 AND MAY 19, MY SUBCOMMITTEE WILL BE HOLDING FIELD HEARINGS IN SAN FRANCISCO AND LOS ANGELES TO REVIEW THESE SUCCESSFUL PROGRAMS AND LEGISLATION INTRODUCED BY CONGRESSMAN PANETTA AND UDALL TO BUILD ON THESE PROGRAMS.

PAGE 2

TODAY'S HEARING FOCUS ON A VERY SENSITIVE SUBJECT, THAT OF PROPOSED HIGHER EDUCATION PROGRAMS THAT WILL DELIVER COMMUNITY SERVICES. ALTHOUGH MY SUBCOMMITTEE IS FOCUSED ON THE PROBLEMS OF TRAINING DROP-OUT YOUTH AND SCHOOL-AGED YOUTH FOR COMMUNITY SERVICE, WHILE LEARNING JOB SKILLS AND LIFE DISCIPLINE, HIGHER EDUCATION HAS A CRITICAL ROLE IN SHAPING THE LIVES OF YOUTH FOR SERVICE TO THEIR COMMUNITIES.

THEREFORE, TODAY'S HEARING WILL BE INVALUABLE IN DETERMINING HOW WE CAN FASHION A BROAD PROGRAM OF YOUTH SERVICE FOR OUR NATION. I LOOK FORWARD TO HEARING FROM OUR EXPERT WITNESSES AND RECEIVING THE VIEWS OF MY COLLEAGUES ON THIS SUBJECT. THANK YOU.

Chairman **Hawkins**. Thank you, gentleman. The chair would like to introduce, welcome, and call to the witness table the following witnesses. First, Dr. Johnnetta Cole of Spelman College; Dr. Edward Bloustein of Rutgers University; Dr. Robert Corrigan of San Francisco State University; Dr. Steven Altman of Texas A & I University; and Dr. Dr. W. Russell Todd of Norwich University.

The chair would yield at this point to Mr. Smith for the purpose of welcoming a particular witness from his area. Mr. Smith is recognized.

Mr. **Smith**. Thank you, Mr. Chairman. I just wanted to take a second to welcome formally and publicly not only a very close friend of mine and now a constituent of mine, but it is not often that you get to take testimony from somebody who is your boss up until about five months ago and that person sits before me today, W. Russell Todd, president of Norwich University.

I am pleased beyond my ability to articulate to have you here today and along with your distinguished colleagues to talk to us about national service generally and peace corps and student-related programs.

Specifically, Norwich has been a leader and I think it is very exciting to me that we have a chance to hear about what you all have done by yourselves up in the wilds of Vermont for the university and for students and for the community.

It is good to have you here.

Chairman **Hawkins**. Well, thank you, Mr. Smith. Dr. Cole, I suppose you are the first witness. It is a pleasure to welcome you as a friend. As one who has appeared before this committee before and we look forward to your testimony.

May I just simply make a general statement that the statements of all the witnesses will be entered in the record in their entirety, so it is not really necessary for anyone to just read the statements verbatim.

We would rather have the highlights, question the witnesses, and then have the general discussion. That way we can have a give and take. I think that would be more profitable than merely listening to a statement being rendered verbatim.

That was not directed at you, Dr. Cole. It is a general statement we make every time we have these hearings. We welcome you.

STATEMENTS OF DR. JOHNNETTA COLE OF SPELMAN COLLEGE; DR. EDWARD BLOUSTEIN OF RUTGERS UNIVERSITY; DR. ROBERT CORRIGAN OF SAN FRANCISCO STATE UNIVERSITY; DR. STEVEN ALTMAN OF TEXAS A & I UNIVERSITY; AND DR. W. RUSSELL TODD OF NORWICH UNIVERSITY

Dr. **Cole**. Thank you. Chairman Hawkins and members of the subcommittee, I am Johnnetta Cole, president of Spelman College in Atlanta, Georgia. Spelman is a one hundred and eight year old institution with the mission of educating black women leaders in our nation.

We are convinced that at the core of leadership is service. Spelman is a member of the United Negro College Fund and I am here this morning on behalf of the Fund and the forty-one other presidents. As you know, the United Negro College Fund raises money to help forty-two historically black colleges and universities to provide high quality and low cost education to forty-five thousand men and women.

In recent years, the college fund has actively worked with Congress and, more specifically, with this committee in order to fashion legislation that would advance in our nation higher education for all. We look forward to continuing to work with this committee, particularly under the leadership of Congressman Hawkins.

We at the United Negro College Fund feel that nothing could be more important than the very idea of doing well for others. This is an idea, of course, that is fundamental to the very fabric of our nation and most of us associated, of course, with that very famous question posed by President Kennedy in his inaugural address, the question is, "What will you do for your country?"

For the communities in our nation that are made up of African-American people, we too wish to say that we see the necessity of service. If we could capture that, perhaps, it would be in the saying that comes from the National Negro Women's Club Movement so associated with Mary McLeod Bethune and that saying is very simply that we must lift as we climb.

So, the basic premise of national service, we think, is rooted in a very fundamental human value and that is helping others and, although the notion is often associated with somehow doing good only for others, it is our belief in the Fund that national service as a kind of service will, indeed, benefit the givers as well as the receivers.

United Negro College Fund holds, however, that certain basic principles must guide the development of comprehensive national service legislation. We feel that national service legislation must preserve the important role that has been played in our nation by such programs as the Peace Corps and VISTA.

We also feel very strongly that national service must maintain our ongoing struggle for equal access by all who wish to go to college or universities by the assistance then of our Federal Government in the provision of loans and of grants.

Mr. Chairman, a four-year college education makes a fundamental difference in the ability of young black Americans to compete in the job market. Black college graduates still only earn about the same amount as white high school graduates. As I am sure you are aware, Chairman Hawkins, one of the most frightening realities in our nation today is the fact that at this very moment there are more college age black men in jails and prisons than in our colleges and universities.

We must do all that we can, not only to maintain the current involvement of black and Hispanic and other minority students in higher education, we must increase that amount. We are concerned, therefore, about any national legislation which would appear to delay that possibility, or worse, to deny it.

Any legislation that would substitute service for access to education would be a cruel hoax to play on black youngsters who are only recently beginning to realize that with Federal help, college attendance is a real option for them. Senator Nunn and Representative McCurdy's bill is, of course, the most comprehensive of the national service proposal.

We in the United Negro College Fund are greatful to those congressmen for generating national attention on the very question of national service, but we are deeply concerned by a bill that would seem to substitute national service for student aid.

Sponsors of this bill seem to argue that national service could be funded in its early years almost entirely from the current $8 billion cost of Federal support aid programs, but this assumes a level of involvement of students which is far short of those who, indeed, deeply need aid in order to pursue the American dream through higher education.

Mr. Chairman, we feel that the Nunn-McCurdy bill would have certain negative consequences for all of higher education and particularly we address that education in the United Negro Fund family. We are concerned for any bill that would eliminate the concept of need-based aid which is critically important to the poor and to the near poor and the institutions that they serve.

We are concerned about a bill that would create another obstacle to access to higher education for minorities at a time when minorities in high school need all of the encouragement and all of the reenforcement that they can receive. College delayed is too often college denied.

According to a report on college persistence by the National Center for Education Statistics, those students who enter college immediately upon graduation from high school have a far better chance of completing that process and, indeed, Mr. Chairman, we in the United Negro College Fund are very taken by the idea of national service occurring after the completion of college.

One, because it rids us of that danger zone and two, because it would mean, of course, that we would send into the communities of our countries highly educated men and women. We are also concerned, as I draw towards conclusion, that the McCurdy bill with Senator Nunn seems to promote the longstanding myth that aid to needy students does not work and that, indeed, our students who receive Federal aid are getting a free ride.

The overwhelming majority of Pell Grant, as we use to call them Pell Grant recipients, come from families with incomes below $14 thousand and among the more than six million low and middle income students who received Title Four aid, their families contribute the largest share of their educational cost.

At United Negro College Fund institutions, nearly 90 percent of all Pell Grant recipients work during the school year or during the summer or both to help finance their education. Mr. Chairman, we feel that we need more, not less, Federal aid to low income students. We feel that we do need more, not less, than national service, but we are deeply concerned about any bill that would, indeed, substitute national service for student aid.

We believe that national service like every other major issue in our country must be viewed in light of the $150 billion budget deficit. Clearly the price tag on national service when it is not tied to current funding for student aid would be extraordinary expensive. While UNCF certainly understands congressional concern about program cost, we also believe that this and other human service initiatives must be viewed as investments.

Stated differently, we do believe that funding for student aid should never be sacrificed on the alter of national service. If our nation needs both, and we believe that we do, then the Congress must, indeed, authorize both programs, but only with the way to fund each sufficiently.

In closing, please permit me to commend you, Mr. Chairman, and the members of this committee for focusing your attention on this important issue. Since we know that Mr. Williams and other members of this committee have a long interest in the summit conference on education, we in the United Negro College Fund would like to suggest such a summit, a summit on education that would focus on national service in the context of the upcoming 1991 reauthorization of the Higher Education Act.

Mr. Chairman, we, indeed, in the United Negro College Fund wish to see in our nation greater and greater involvement of our youth in serving their country, but without having to pay the price of unduly deferring and even eliminating the opportunity of higher education and without fostering a differential system, one for the affluent and one for the poor.

With you, Mr. Chairman, and other members of this committee, we do, indeed, feel that every mind is a terrible thing to waste. Thank you.

[The prepared statement of Dr. Johnnetta Cole follows:]

TESTIMONY OF DR. JOHNNETTA COLE, PRESIDENT
SPELMAN COLLEGE, ATLANTA, GEORGIA

ON BEHALF OF

THE UNITED NEGRO COLLEGE FUND

BEFORE THE HOUSE COMMITTEE ON EDUCATION

AND LABOR

APRIL 19, 1989

CHAIRMAN HAWKINS AND MEMBERS OF THE SUBCOMMITTEE, I AM JOHNNETTA COLE, PRESIDENT OF SPELMAN COLLEGE IN ATLANTA, GEORGIA. SPELMAN IS THE LARGEST AND OLDEST INSTITUTION OF HIGHER EDUCATION DEDICATED TO PROVIDING A COLLEGE EDUCATION FOR BLACK WOMEN. SPELMAN HAS A PROUD TRADITION OF SERVICE TO THE ATLANTA COMMUNITY, OUR NATION AND THE WORLD. SPELMAN IS ONE OF THE 42 MEMBER INSTITUTIONS OF THE UNITED NEGRO COLLEGE FUND, AND I APPEAR BEFORE YOU TODAY ON BEHALF OF THE FUND AND MY PRESIDENTIAL COLLEAGUES.

AS YOU KNOW, THE UNITED NEGRO COLLEGE FUND RAISES MONEY TO HELP PRIVATE HISTORICALLY BLACK COLLEGES AND UNIVERSITIES PROVIDE HIGH-QUALITY, LOW-COST EDUCATION TO 45,000 MEN AND WOMEN. STUDENTS ATTENDING THESE PRIVATE, FULLY-ACCREDITED INSTITUTIONS COME FROM ALL 50 STATES AND 62 FOREIGN COUNTRIES. FUNDS CONTRIBUTED TO UNCF HELP PROVIDE FOR THE COLLEGES' DAY-TO-DAY OPERATING EXPENSES, FACULTY SALARIES, LABORATORY EQUIPMENT AND SCHOLARSHIPS.

IN RECENT YEARS, THE COLLEGE FUND HAS TAKEN AN ACTIVE ROLE IN WORKING WITH THE CONGRESS AND WITH THIS COMMITTEE TO FASHION LEGISLATION TO ADVANCE THE FEDERAL COMMITMENT TO EQUAL OPPORTUNITY IN HIGHER EDUCATION AND, IN PARTICULAR, TO STRENGTHEN THE NATION'S HISTORICALLY BLACK COLLEGES AND UNIVERSITIES. THE COLLEGE FUND AND ITS MEMBER PRESIDENTS HAVE WORKED COOPERATIVELY WITH YOU AND SENATOR PAUL SIMON OF ILLINOIS ON THE CHALLENGE GRANT ACT AMENDMENTS OF 1983 (P.L. 98-95) AND ON THE BLACK COLLEGE AND UNIVERSITY ACT OR PART B OF TITLE III OF THE HIGHER EDUCATION ACT. THE LATTER WAS ENACTED AS PART OF THE HIGHER EDUCATION AMENDMENTS OF 1986 (P.L. 99-498)

WE LOOK FORWARD TO WORKING WITH YOU TO FASHION A COMPREHENSIVE RESPONSE TO THE NEED TO ENCOURAGE SERVICE AND COMMUNITY INVOLVEMENT AMONG YOUNG PEOPLE. THAT OBJECTIVE CAN AND MUST BE ACHIEVED WITHOUT ALTERING THE FEDERAL GOVERNMENT'S COMMITMENT TO ELIMINATE FINANCIAL BARRIERS TO A COLLEGE EDUCATION BY ASSURING ACCESS AND SOME MEASURE OF CHOICE IN POSTSECONDARY EDUCATION FOR ALL AMERICANS, REGARDLESS OF RACE, SEX, NATIONAL ORIGIN, OR ECONOMIC STATUS.

WHILE THE FOCUS OF TODAY'S HEARING IS THE GROWING NUMBER OF PUBLIC SERVICE BILLS, THE COLLEGE FUND BELIEVES IT IS IMPORTANT TO KEEP THE CONCEPT OF PUBLIC SERVICE IN MIND. EACH OF THE BILLS BEFORE THIS COMMITTEE HAVE SOME STERLING QUALITIES THAT COMMAND CONSIDERATION IN ADDRESSING THE NATIONAL SERVICE PROBLEM AND FINDING A WORKABLE SOLUTION. WE THINK IT IS ALSO CRITICAL NOT TO OVERLOOK EXISTING PROGRAMS WHICH HAVE ALREADY DEMONSTRATED THEIR SUCCESS IN PROVIDING MEANINGFUL OPPORTUNITIES FOR NATIONAL AND COMMUNITY SERVICE. WE ESPECIALLY NOTE THE ENORMOUS CONTRIBUTIONS MADE BY THE PEACE CORPS AND VISTA (VOLUNTEERS IN SERVICE TO AMERICA).

THE NATIONAL SERVICE CONCEPT

THE IDEA OF NATIONAL SERVICE MAY BE AS OLD AS THE NATION ITSELF. THOMAS JEFFERSON IS QUOTED AS HAVING SAID "A debt of service is due from every man to his country proportioned to the bounties which nature and fortune have measured to him." THE SERVICE TRADITION IS PART OF THE FABRIC OF THE BLACK COMMUNITY AS WELL AND IS ETCHED IN HISTORY AS THE SLOGAN OF THE NEGRO WOMEN'S CLUB MOVEMENT. "Lifting as we climb," CAPTURES IN BLACK AMERICAN CULTURE THE PRINCIPLE THAT SERVICE TO OTHERS IS AN ESSENTIAL RESPONSIBILITY FOR EACH OF US. PRESIDENT JOHN F. KENNEDY UNDERSCORED THE IMPORTANCE OF NATIONAL SERVICE IN HIS 1961 INAUGURAL ADDRESS, WHEN HE SAID "And so, my fellow Americans, ask not what your country can do for you: Ask what you can do for your country."

THE BASIC PREMISE OF NATIONAL SERVICE IS ROOTED IN THE MOST FUNDAMENTAL OF HUMAN VALUES -- HELPING OTHERS. WHILE WE TEND TO ASSOCIATE THE IDEA WITH MISSIONARY WORK AND THE NOTION THAT THOSE BEING HELPED ARE ALWAYS LESS FORTUNATE, THE REALITY IS THAT HELPING OTHERS IS ALWAYS A RELATIONSHIP INVOLVING ADDITION, NOT SUBTRACTION! THOSE WHO GIVE ALSO RECEIVE. THE PROCESS OF HELPING HOPEFULLY ENRICHES THE LIFE OF THE RECIPIENT, BUT THE LIFE OF THE GIVER IS ALSO ENRICHED.

THE UNITED NEGRO COLLEGE FUND BELIEVES THAT FOUR BASIC PRINCIPLES MUST GUIDE CONGRESS' DEVELOPMENT OF COMPREHENSIVE NATIONAL SERVICE LEGISLATION:

* NEW NATIONAL SERVICE LEGISLATION MUST PRESERVE THE IMPORTANT ROLE PLAYED BY EXISTING NATIONAL SERVICE PROGRAMS SUCH AS THE PEACE CORPS, VISTA, FOSTER GRAND PARENTS, RETIRED SERVICE VOLUNTEERS PROGRAM (RSVP), AND MUST ALSO MAINTAIN THE BASIC PURPOSES OF THE TITLE IV, FEDERAL STUDENT ASSISTANCE PROGRAMS AS "ACCESS" AND "CHOICE" VEHICLES FOR LOW AND MIDDLE INCOME STUDENTS WHO SEEK AND CAN BENEFIT FROM A COLLEGE EDUCATION.

* NATIONAL SERVICE MUST BE TRULY VOLUNTARY AND NATIONAL SERVICE LEGISLATION MUST PERMIT STUDENTS FROM LOW AND MIDDLE INCOME FAMILIES TO EARN COLLEGE FUNDS OR TO CANCEL COLLEGE LOAN DEBTS.

* NATIONAL SERVICE LEGISLATION MUST MAINTAIN THE PRE-EMINENT ROLE OF THE HOUSE EDUCATION AND LABOR COMMITTEE AND THE SENATE LABOR AND HUMAN RESOURCES COMMITTEE AS THE AUTHORIZING COMMITTEES FOR NATIONAL SERVICE. THIS MUST BE DONE WHILE FINDING CREATIVE WAYS TO SHARE THE FINANCIAL BURDEN OF FINANCING THE COST OF A MAJOR NEW PROGRAM MODELED ON THE OLD CIVILIAN CONSERVATION CORPS, BUT RENAMED THE YOUTH OPPORTUNITY CORPS (YOC) OR THE CITIZEN CORPS.

* NATIONAL SERVICE LEGISLATION MUST PROVIDE DEMONSTRATION GRANTS FOR PARTNERSHIP PROGRAMS BETWEEN ELEMENTARY/SECONDARY SCHOOL DISTRICTS AND BUSINESS AND CORPORATE ENTITIES TO CREATE VOLUNTEER OPPORTUNITIES FOR STUDENTS AGE 8-18 IN THEIR COMMUNITIES.

I WISH TO UNDERSCORE THIS POINT -- WE DO NOT SUPPORT FEDERAL FUNDING FOR FULL-SERVICE GRANTS TO LOCAL SCHOOL DISTRICTS OR NON-PROFIT ENTITIES BECAUSE WE BELIEVE PRECIOUS RESOURCES AT THE ELEMENTARY AND SECONDARY LEVELS SHOULD BE FOCUSED ON THE HEAD START, CHAPTER 1 COMPENSATORY EDUCATION, AND THE VOCATIONAL EDUCATION PROGRAMS.

OUR MOST SERIOUS CONCERN WITH SOME OF THE NATIONAL SERVICE PROPOSALS IS BOTH PHILOSOPHICAL AND REAL. A FOUR-YEAR COLLEGE EDUCATION MAKES A FUNDAMENTAL DIFFERENCE IN THE ABILITY OF YOUNG BLACK AMERICANS TO COMPETE IN THE JOB MARKET. BLACK COLLEGE GRADUATES STILL EARN ABOUT THE SAME AS WHITE HIGH SCHOOL GRADUATES, YET COLLEGE OR SOME POSTSECONDARY EDUCATION IS ESSENTIAL TO COMPETE FOR JOBS IN THE YEAR 2000. MORE THAN 22% (ONE IN EVERY FIVE) OF BLACK HIGH SCHOOL GRADUATES WAS UNEMPLOYED IN 1987, WHILE THE PERCENTAGE OF BLACK AMERICANS WITH COLLEGE DEGREES WAS 11.4% (MORE THAN ONE IN NINE). ASTOUNDINGLY, THERE ARE MORE COLLEGE-AGE BLACK MALES IN PRISON THAN IN COLLEGE DORMITORIES!

MAKING RECEIPT OF FEDERAL STUDENT AID CONTINGENT UPON MEETING A PUBLIC SERVICE REQUIREMENT WILL HAVE A DISPROPORTIONATE IMPACT ON BLACK AMERICANS SINCE THEY COME FROM FAMILIES WHICH ARE DISPROPORTIONATELY POOR AND THEREFORE ELIGIBLE FOR NEED-BASED FEDERAL STUDENT AID. THIS MAKES PUBLIC SERVICE MANDATORY FOR THE POOR!

WE KNOW THAT STUDENT AID IS A CRITICAL ELEMENT IN STUDENT ENROLLMENT DECISIONS AT OUR COLLEGES. OUR JOINT STUDY WITH THE NATIONAL ASSOCIATION OF INDEPENDENT COLLEGES AND UNIVERSITIES (NAICU), ACCESS TO COLLEGE, SHOWED THAT MANY OF THE 62,000 STUDENTS AT 47 PRIVATE, HISTORICALLY BLACK COLLEGES HAVE VIRTUALLY NO FAMILY RESOURCES TO HELP PAY FOR COLLEGE. FULLY FORTY-TWO PERCENT COME FROM FAMILIES WITH INCOMES BELOW THE POVERTY LINE. NEARLY ONE IN THREE -- OR 30 PERCENT -- COME FROM FAMILIES WITH INCOMES BELOW $6,000. A MEASURE OF THE COMMITMENT OF UNCF STUDENTS TO OBTAINING A COLLEGE EDUCATION IS THE FACT THAT 90% OF STUDENTS AT OUR INSTITUTIONS WORK DURING THE SUMMER AND THE ACADEMIC YEAR TO PAY FOR THE COST OF THEIR EDUCATION.

SUBSTITUTING SERVICE FOR ACCESS IS A CRUEL HOAX TO PLAY ON BLACK YOUNGSTERS WHO ONLY RECENTLY HAVE BEGUN TO REALIZE THAT WITH FEDERAL HELP COLLEGE ATTENDANCE IS A REAL OPTION. MAKING YOUNG BLACK AMERICANS WORK FOR THEIR COLLEGE OPPORTUNITY, WHILE THEIR WHITE COUNTERPARTS -- WHO ARE LESS AID DEPENDENT -- SUFFER NO SUCH BURDEN IS SIMPLY INEQUITABLE AND UNFAIR. COLLEGES AND UNIVERSITIES WILL BE FURTHER SEGREGATED ALONG RACIAL AND ECONOMIC LINES AND "COLLEGE DELAYED WILL BE COLLEGE DENIED" FOR MANY YOUNG BLACK AMERICANS.

THERE IS A GROWING BODY OF EVIDENCE THAT WHEN MINORITIES AND OTHER LOW INCOME STUDENTS POSTPONE ENTERING COLLEGE DIRECTLY AFTER THEY COMPLETE HIGH SCHOOL, THE DECISION TO PURSUE A COLLEGE EDUCATION MAY BE PERMANENTLY PUT OFF. ACCORDING TO A RECENT REPORT ON COLLEGE PERSISTENCE BY THE NATIONAL CENTER FOR EDUCATION STATISTICS, DELAYING COLLEGE ATTENDANCE IN ORDER TO CARRY OUT NATIONAL SERVICE WILL ALMOST CERTAINLY REDUCE THE PALTRY LEVEL OF MINORITY PARTICIPATION IN HIGHER EDUCATION. THE REPORT FOUND THAT STUDENTS HAVE THE HIGHEST CHANCE OF ATTAINING A BACCALAUREATE DEGREE IF THEY START THEIR COLLEGE EDUCATION IMMEDIATELY AFTER GRADUATION FROM HIGH SCHOOL. THREE QUARTERS OF ALL 1980 HIGH SCHOOL GRADUATES WHO ENTERED A FOUR-YEAR INSTITUTION IMMEDIATELY AFTER COMPLETING HIGH SCHOOL AND WHO ATTENDED FULL-TIME, HAD EARNED A BACCALAUREATE DEGREE BY 1986. IN CONTRAST, ONLY 21 PERCENT OF THOSE WHO DELAYED THEI ENTRY INTO COLLEGE COMPLETED THEIR DEGREE BY THEN. FOR LOW INCOME STUDENTS, THE RATE WAS 34 PERCENT.

ANALYSIS OF EXISTING PROPOSALS

THE CONCEPT OF NATIONAL AND VOLUNTARY SERVICE IS ENDORSED AND ENCOURAGED BY UNCF AND UNCF MEMBER INSTITUTIONS. WITHOUT IT, THE FUND WOULD NOT BE IN THE POSITION IT'S IN TODAY. THE FUND WAS CREATED, AS THE BRAINCHILD OF THE LATE DR. FREDERICK D. PATTERSON, AS AN EXTENSION OF THE BLACK FAMILY TRADITION OF HELPING LESS-FORTUNATE, LOW INCOME STUDENTS FULFILL THE AMERICAN DREAM BY

RECEIVING A COLLEGE EDUCATION. OUR MEMBER COLLEGES TURN THOSE DEEMED SOCIETAL DEBITS INTO SOCIETAL ASSETS. THESE BLACK YOUNGSTERS, FOLLOWING GRADUATION FROM UNCF MEMBER INSTITUTIONS, RETURN TO THEIR COMMUNITIES AS TEACHERS, NURSES, DOCTORS, LAWYERS, ELECTED REPRESENTATIVES AND COMMUNITY LEADERS. FOR THAT REASON, WE ARE PLEASED THAT A NUMBER OF LEGISLATIVE PROPOSALS HAVE BEEN INTRODUCED TO EXTEND SERVICE OPPORTUNITIES TO A GREATER NUMBER OF CITIZENS.

UNCF FINDS CERTAIN ASPECTS IN EACH OF THESE BILLS WHICH WE CAN SUPPORT:

- SENATOR PELL'S BILL, FOR EXAMPLE (S. 576/H.R. 1400) WOULD PROVIDE A LIMITED DEMONSTRATION OF HOW A NATIONAL PROGRAM OF MILITARY OR CIVILIAN SERVICE MIGHT BE BUILT ON THE FOUNDATION OF EXISTING STATE PROGRAMS.
- SENATOR KENNEDY'S BILL (S. 650) WOULD ENCOURAGE SCHOOLS AND COMMUNITY AGENCIES TO CREATE NEW OPPORTUNITIES FOR YOUTH TO SERVE THEIR COMMUNITIES.
- THE DODD/PANETTA BILL (S. 322/H.R. 717) IS GEARED ESPECIALLY TO THE NEEDS OF DISADVANTAGED YOUTH, AND WOULD ESTABLISH A SPECIAL COMMISSION TO STUDY THE IMPLICATIONS OF A BROADER NATIONAL SERVICE PROGRAM.
- THE NUNN/McCURDY BILL (S. 3/H.R. 660) WOULD ESTABLISH A LARGE-SCALE, NATIONAL SERVICE PROGRAM WITH OPERATIONS CONDUCTED BY STATE AND LOCAL COUNCILS.
- THE MIKULSKI/BONIOR BILL (S. 408./H.R. 1000) WOULD ENCOURAGE WEEKEND AND PART-TIME SERVICE ACTIVITIES FOR CITIZENS OF ALL AGES AND PERMIT PARTICIPANTS TO EARN COLLEGE VOUCHERS FOR THE SERVICE THEY PERFORM.
- SENATOR BUMPERS' BILLS (S. 539/540/541) WOULD FORGIVE STUDENT LOANS OF COLLEGE GRADUATES WHO WOULD PARTICIPATE IN FEDERAL VOLUNTEER PROGRAMS THAT EXIST PRESENTLY (I.E. VISTA, RSVP, SENIOR COMPANION PROGRAM, OR THE PEACE CORPS.).
- REPRESENTATIVE KENNELLY'S BILL (H.R. 948) CREATES THE CITIZEN CORPS AS AN ALTERNATIVE TO MILITARY SERVICE AND PERMITS ALTERNATE FORMS OF NATIONAL SERVICE -- EITHER TWO YEARS OF ACTIVE MILITARY DUTY OR FOUR YEARS IN THE READY RESERVE OR EIGHT YEARS IN THE SELECTED RESERVE; ONE YEAR

OF CIVILIAN SERVICE IN THE CITIZEN CORPS, INCLUDING SERVICE IN THE SENIOR CORPS; OR SERVICE IN VISTA OR THE PEACE CORPS.

- SENATOR GRAHAM'S BILL (S. 382) ENCOURAGES BUSINESS AND CITIZEN INVOLVEMENT IN THE SCHOOLS, ESPECIALLY IN PROGRAMS INVOLVING HIGH-TECH SKILLS TRANSFER, DROP-OUT PREVENTION, DRUG AND ALCOHOL ABUSE PREVENTION, HEALTH EDUCATION, ETC.

UNDER MOST OF THESE BILLS, VOLUNTEERS WOULD EARN BENEFITS THAT COULD BE USED TO HELP THEM MEET THE RISING COST OF A POSTSECONDARY EDUCATION. THIS WOULD MAKE COMMUNITY OR NATIONAL SERVICE AN IMPORTANT GOAL OF NATIONAL POLICY, COMPLEMENTING THE GOALS OF CURRENT STUDENT AID PROGRAMS. ONE OF THE GOALS OF FEDERAL STUDENT ASSISTANCE PROGRAMS IS TO STIMULATE THE AWARENESS -- VERY EARLY IN LIFE -- THAT HIGHER EDUCATION IS ACCESSIBLE TO ALL ABLE STUDENTS, EVEN IF THEIR FAMILIES CANNOT PROVIDE THE FINANCIAL RESOURCES. ANOTHER GOAL IS TO ENABLE NEEDY INDIVIDUALS WHO DESIRE SHORT-TERM VOCATIONAL PROGRAMS AND CREDENTIALS OTHER THAN A BACCALAUREATE DEGREE TO OBTAIN THE SKILLS NECESSARY TO SUPPORT THEMSELVES AND THEIR FAMILIES. MILLIONS OF STUDENTS AND THEIR FAMILIES DEPEND ON THE FEDERAL GOVERNMENT TO CONTINUE ITS COMMITMENT TO THESE PROGRAMS.

SENATOR NUNN AND REPRESENTATIVE McCURDY'S BILL, THE MOST COMPREHENSIVE OF THE NATIONAL SERVICE PROPOSALS, HAS HELPED TO ELEVATE TO THE HIGHEST PRIORITY FEDERAL LEGISLATION IN THIS FIELD. THE NUNN-McCURDY BILL HAS ALSO GENERATED A NATIONAL DIALOGUE ON HOW FEDERAL INCENTIVES SHOULD BE PROVIDED. HOWEVER, NUNN-McCURDY DIFFERS MARKEDLY FROM EACH OF THE OTHER BILLS IN ONE MAJOR RESPECT: IT WOULD PHASE OUT ELIGIBILITY FOR EXISTING FEDERAL STUDENT AID PROGRAMS, AND MAKE ONE OR TWO YEAR NATIONAL SERVICE THE SOLE CRITERION FOR ASSISTANCE FOR MOST STUDENTS. STUDENTS WHO COMPLETED SERVICE WOULD RECEIVE $10,000 FOR ONE YEAR AS A CIVILIAN VOLUNTEER, OR $24,000 FOR 2 YEARS OF MILITARY SERVICE, REGARDLESS OF THEIR NEED OR FAMILY INCOME. STUDENTS IN FINANCIAL NEED WHO DID NOT SERVE OR COULD NOT GET SERVICE UNDER EXISTING PROGRAMS. WHICH CURRENTLY PROVIDE, ON AVERAGE, LESS THAN $2,000 A YEAR IN FEDERAL SUBSIDIES PER AIDED STUDENT.

SPONSORS OF NUNN-McCURDY ARGUE THAT NATIONAL SERVICE COULD BE FUNDED IN ITS EARLY YEARS ALMOST ENTIRELY FROM THE CURRENT $8 BILLION COST OF FEDERAL STUDENT AID PROGRAMS. HOWEVER, THIS ASSUMES A LEVEL OF 700,000 VOLUNTEERS A YEAR. IF THE PROGRAM WERE TO BE CONDUCTED ON A SCALE SUFFICIENT TO ACCOMMODATE ALL CURRENT RECIPIENTS OF STUDENT AID, IT WOULD COST IN THE RANGE OF $30 TO $50 BILLION ANNUALLY.

NONE OF THE OTHER NATIONAL SERVICE BILLS INTRODUCED TO DATE RAISES THESE SERIOUS PROBLEMS. DODD/PANETTA PROVIDES EDUCATIONAL BENEFITS SUPPLEMENTING EXISTING NEED-BASED AID, WHICH WOULD SUBSTANTIALLY INCREASE THE SIZE OF THE SYSTEM. S. 408/H.R. 541 (MIKULSKI/BONIOR) WOULD ENCOURAGE WEEKEND, PART-TIME, AND VACATION SERVICE TO MEET RECOGNIZED NEEDS IN THE COMMUNITY. S. 322/H.R. 717 WOULD REQUIRE CONCURRENT REMEDIAL WORK FOR DISADVANTAGED HIGH SCHOOL GRADUATES, WHICH WOULD BETTER PREPARE THEM FOR COLLEGE WORK INSTEAD OF LEAVING THEM FURTHER BEHIND. S. 650 (KENNEDY) WOULD BUILD ON EXISTING VOLUNTARY ACTIVITIES AT THE LOCAL LEVEL AND REQUIRE AN EDUCATIONAL COMPONENT. ALL WOULD BE IMPLEMENTED ON A LIMITED SCALE; SOME WOULD REQUIRE AN ASSESSMENT OF INITIAL EXPERIENCE AND RECOMMENDATIONS FOR FURTHER MODIFICATION AND IMPROVEMENT OF THE PROGRAM.

NUNN-McCURDY WOULD HAVE AT LEAST TWO SERIOUS CONSEQUENCES:

* IT WOULD ELIMINATE THE CONCEPT OF NEED-BASED AID WHICH IS CRITICALLY IMPORTANT TO THE POOR AND NEAR POOR AND THE INSTITUTIONS THAT SERVE THEM. HIGHER EDUCATION WOULD BE RESTRICTED, RATHER THAN EXPANDED, IF EXISTING FEDERAL AID PROGRAMS WERE ABOLISHED. NATIONALLY, THIS WOULD EFFECT SOME 6 MILLION STUDENTS, WHILE 45,000 AT - UNCF - MEMBER INSTITUTIONS ATTRACTED ANNUALLY. NUNN/McCURDY WOULD RESTRICT EDUCATIONAL BENEFITS TO THOSE FOR WHOM THE GOVERNMENT IS ABLE TO PROVIDE A NATIONAL SERVICE JOB -- ACCORDING TO ONE ESTIMATE AT 700,000 POSITIONS EACH YEAR.

* IT WOULD CREATE ANOTHER OBSTACLE TO ACCESS TO HIGHER EDUCATION FOR MINORITIES AT A TIME WHEN MINORITIES IN HIGH SCHOOL NEED ACADEMIC REINFORCEMENT AND PERSONAL ENCOURAGEMENT. DENYING NEEDY STUDENTS FEDERAL AID UNTIL THEY PERFORM NATIONAL SERVICE, IN EFFECT, MAKES NATIONAL SERVICE MANDATORY FOR THE POOR. BY DEFINITION, IT ALMOST ELIMINATES THE COLLEGE OPTION FOR ALL EXCEPT THE ACADEMICALLY TALENTED AND THE ATHLETICALLY GIFTED.

THE DIFFERENTIAL IMPACT OF THE NUNN/McCURDY PROPOSAL CAUSES US ERIOUS CONCERN. UNDER NUNN/McCURDY THE CHILDREN OF THE AFFLUENT CAN GO DIRECTLY TO COLLEGE, WHILE THOSE WHO BENEFIT FROM FEDERAL STUDENT AID MUST POSTPONE THEIR STUDIES WHILE THEY COMPLETE THEIR SERVICE REQUIREMENT. JUST AS THE NATION IS MAKING MEAGER PROGRESS TOWARD OPENING THE DOORS OF HIGHER EDUCATION TO ALL -- TO SHUT THAT DOOR IN THE NAME OF NATIONAL SERVICE WOULD BE CRUEL AND INSENSITIVE.

UNCF BELIEVES NUNN/McCURDY MUST BE EXAMINED IN LIGHT OF ITS LIKELY IMPACT ON MINORITIES, THE POOR AND THE NEAR-POOR. THE OVERWHELMING

MAJORITY OF PELL GRANT RECIPIENTS COME FROM FAMILES WITH INCOMES $14,000 AND BELOW. WHILE AMONG THE MORE THAN SIX MILLION LOW AND MIDDLE INCOME STUDENTS WHO RECEIVE FEDERAL FINANCIAL ASSISTANCE, THE LARGEST SHARE IS CONTRIBUTED BY THEIR PARENTS OR FINANCIALLY INDEPENDENT STUDENTS. THE "FREE RIDE" NOTION ADVANCE BY NUNN-McCURDY PROPONENTS SIMPLY IS NOT SUPPORTED BY THE FACTS. THE REALITY IS THAT MOST STUDENTS EARN THEIR WAY, BY WORKING, OR MORTGAGING THEIR FUTURES AGAINST ANTICIPATED INCREASED INCOME.

FEDERAL POLICY, IN RECENT YEARS, HAS RESULTED IN AN INVERSION OF THE STUDENT AID PACKAGING POLICY WHICH PROVIDED GRANTS, RATHER THAN LOANS, TO LOWER INCOME STUDENTS. THAT BALANCE HAS NOW SHIFTED FROM 80 % GRANTS AND 20 % LOANS IN 1976, TO 47 % GRANTS, 4 % WORK STUDY AND 49 % LOANS IN 1988. STUDENTS WALTZ EVER CLOSER TO THE BRINK OF FINANCIAL SERVITUDE THROUGH EXCESSIVE RELIANCE ON PERKINS (NDSL) LOANS, STAFFORD (GSL) LOANS AND SUPPLEMENTAL LOANS (SLS). HIGH DEBT LEVELS, PARTICULARLY AMONG BLACK AND OTHER MINORITY STUDENTS REDUCE THE LIKELIHOOD THEY WILL PURSUE A GRADUATE OR PROFESSIONAL DEGREE AND ENHANCE THE POSSIBILITY OF DEFAULT.

IMPORTANT CONSIDERATIONS IN CONGRESS' DEBATE ON NATIONAL SERVICE

THE DEBATE ABOUT NATIONAL SERVICE IS NOT A NEW ONE, HOWEVER, IT HAS TAKEN ON A DIFFERENT PRESENCE IN CONGRESS -- IN PART BECAUSE OF SENATOR NUNN'S NEW INTEREST IN THIS AREA. THE DEMOCRATIC LEADERSHIP COUNCIL, UNDER THE STEWARDSHIP OF SENATORS NUNN AND ROBB CALLED ATTENTION TO THIS IMPORTANT AREA WITH THE PUBLICATION OF CITIZENSHIP AND NATIONAL SERVICE -- A BLUEPRINT FOR CIVIC ENTERPRISE IN MAY 1988. DR. FRANK NEWMAN, EXECUTIVE DIRECTOR OF THE EDUCATION COMMISSION OF THE STATES, LAUNCHED THE PRESENT ERA OF CONCERN ABOUT NATIONAL SERVICE AND ITS RELATIONSHIP TO HIGHER EDUCATION IN 1985, WHEN HE PUBLISHED HIGHER EDUCATION AND THE AMERICAN RESURGENCE. TWO CHAPTERS " EDUCATION FOR CREATIVITY, RISK TAKING, AND CIVIC INVOLVEMENT" AND "AMERICAN YOUTH AND THE IDEA OF SERVICE" WERE DEVOTED TO THE QUESTION OF WHAT SHOULD BE DONE TO ENCOURAGE SOCIETAL VALUES BY INSTITUTIONS OF HIGHER EDUCATION AND TO FOSTER A GREATER SENSE OF HELPING, SHARING AND COMMUNITY SERVICE IN A TRADITIONAL LIBERAL ARTS EDUCATION.

OF NECESSITY, DR. NEWMAN DISCUSSED THE INFLUENCE OF THE FORM OF FEDERAL FINANCIAL AID ON CAREER CHOICE AND VALUES AS THEY RELATE TO INCOME EXPECTATIONS. HE HIGHLIGHTS, AS HAVE MANY OTHERS -- INCLUDING THE COLLEGE BOARD HEADED BY MY FRIEND AND PREDECESSOR AT SPELMAN, DR. DONALD STEWART -- THE DRAMATIC SHIFT IN FEDERAL STUDENT AID FROM GRANT AID TO LOANS. WITHOUT EVEN DISCUSSING THE LOST PURCHASING POWER OF GRANT DOLLARS, THE SHIFT IN GRANT AID FROM

80% OF ALL AID AVAILABLE IN THE MID-1970's TO 56% IN 1980-81, AND TO 47% IN 1987-88 HAS HAD A DEVASTATING IMPACT ON CAREER CHOICE AND MINORITY ACCESS TO HIGHER EDUCATION.

RECENT DATA FROM THE UNIVERSITY OF CALIFORNIA AT LOS ANGELES (UCLA) 1988 COLLEGE FRESHMAN SURVEY MAKES THE POINT EVEN MORE POIGNANTLY. A SHIFT IN VALUES IS REFLECTED IN BOTH THE DECISIONS OF COLLEGE FRESHMEN IN REGARD TO A MAJOR SELECTED -- ONE FOURTH (23.6 PER CENT) OF ALL FRESHMEN ENTERING IN 1988 PLANNED TO PURSUE A BUSINESS CAREER, COMPARED TO 11.3 PER CENT IN 1968. THERE WERE CORRESPONDING DECLINES IN THE NUMBERS OF FRESHMEN SELECTING A MATHEMATICS, SCIENCE OR ENGLISH MAJOR OR THOSE WHO PLAN TO ENTER TEACHING.

EVEN MORE DRAMATIC IS THE CLEAR SHIFT IN VALUES FROM -- "DEVELOP A MEANINGFUL LIFE" WHICH 80 PER CENT OF ENTERING FRESHMEN ASPIRED TO IN 1967 (COMPARED TO 42 PER CENT IN 1967), WHILE "BEING VERY WELL OFF FINANCIALLY" WAS ARTICULATED AS THE STATED GOAL OF 75 PER CENT OF ENTERING FRESHMEN IN 1988 (COMPARED TO JUST 45 PER CENT IN 1967).

IT IS WORTH NOTING THAT PREVIOUS EFFORTS TO REVIVE AND REVISE THE CCC PROGRAM WITH SO-CALLED YOUTH OPPORTUNITY CORPS LEGISLATION HAVE RECEIVED BROAD CONGRESSIONAL SUPPORT, BUT MET WITH CONSISTENT OPPOSITION FROM THE PREVIOUS ADMINISTRATION. REPRESENTATIVE "MO" UDALL AND SENATOR DANIEL PATRICK MOYNIHAN HAVE CONSISTENTLY FOUGHT TO ENACT NATIONAL SERVICE LEGISLATION IN THIS FORM. REPRESENTATIVE LEON PANETTA, SENATOR CHRISTOPHER DODD AND SENATOR PAUL SIMON HAVE ALSO CONSISTENTLY SUPPORTED THE NATIONAL SERVICE CONCEPT.

RECENTLY, CONGRESS TOYED WITH THE NATIONAL SERVICE CONCEPT IN THE HIGHER EDUCATION ACT AMENDMENTS OF 1986 BY ENACTING NEW PROVISIONS IN THE COLLEGE WORK STUDY PROGRAM AND UNDER **THE FUND FOR THE IMPROVEMENT IN POSTSECONDARY EDUCATION.** BY PROVIDING FINANCIAL SUPPORT AND INCENTIVES FOR COMMUNITY-BASED LITERACY PROJECTS AND OTHER COMMUNITY-ORIENTED SERVICE OPPORTUNITIES FOR COLLEGE STUDENTS, THE CONGRESS HOPED TO ENCOURAGE THIS TYPE OF INVOLVEMENT AS PART OF THE COLLEGE EDUCATION EXPERIENCE.

CONGRESS' RELUCTANCE TO ADDRESS THE NATIONAL SERVICE ISSUE HEAD-ON IS IN PART, WE BELIEVE, DIRECTLY RELATED TO CONSTRAINTS PLACED ON FEDERAL SPENDING BY THE $150 BILLION BUDGET DEFICIT. CLEARLY, THE PRICE TAG ON NATIONAL SERVICE -- WHEN IT IS NOT TIED TO CURRENT FUNDING FOR STUDENT AID -- IS EXTRAORDINARILY EXPENSIVE. CONGRESSIONAL BUDGET OFFICE ESTIMATES ON THE MOST RECENTLY PASSED VERSION OF THE UDALL/MOYNIHAN AMERICAN CONSERVATION CORPS BILL (H.R. 99) WAS $75 MILLION IN OUTLAYS IN FY 1988. AS I HAVE ALREADY MENTIONED, THE COST OF REQUIRING NATIONAL SERVICE OF ALL CURRENT STUDENT AID RECIPIENTS COULD BE A STAGGERING $50 BILLION!

WHILE UNCF CERTAINLY UNDERSTANDS CONGRESSIONAL CONCERN ABOUT PROGRAM COSTS, WE ALSO BELIEVE THAT THIS AND OTHER HUMAN SERVICE INITIATIVES MUST BE VIEWED AS INVESTMENTS. STATED DIFFERENTLY, WE DO NOT BELIEVE FUNDING FOR STUDENT AID SHOULD BE SACRIFICED ON THE ALTAR OF NATIONAL SERVICE. IF THE NATION NEEDS BOTH -- AND WE BELIEVE THEY DO -- AND THE CONGRESS INTENDS TO AUTHORIZE BOTH PROGRAMS, IT MUST ALSO FIND A WAY TO FUND THEM SUFFICIENTLY. IF FUNDING IS NOT FORTHCOMING, THE CONGRESS SHOULD SIMPLY POSTPONE LEGISLATING IN THIS AREA UNTIL THE BUDGET CRISIS IS OVER!

THESE ARE DIFFICULT TIMES AND THEY REQUIRE DIFFICULT CHOICES. UNCF WILL NOT SUPPORT CREATION OF ANOTHER PROGRAM WITHIN FUNCTION 500 TO COMPETE WITH STUDENT AID, HEAD START, CHAPTER 1, AID FOR THE HANDICAPPED AND JOB TRAINING PROGRAMS.

WHILE WE STRONGLY SUPPORT THE PRE-EMINENT ROLE OF THIS COMMITTEE, AND ITS COMPANION COMMITTEE IN THE SENATE, WE BELIEVE THAT NEW PROGRAMS INCLUDED IN THE MIX CAN COME FROM OTHER AREAS AND THEREFORE BE FUNDED FROM OTHER BUDGET FUNCTIONS. WHILE THIS MAY CREATE SOME PROBLEMS IN THE CONGRESSIONAL CONSIDERATION OF NATIONAL SERVICE LEGISLATION, WE BELIEVE THE RESULT WILL BE WORTH THE EFFORT. WE HOPE THE MEMBERS OF THE COMMITTEE WILL KEEP THESE CONCEPTS IN MIND AND KNOW THAT WE ARE READY AND WILLING TO MAKE OUR STAFF AVAILABLE TO THE COMMITTEE STAFF TO WORK OUT THE DETAILS OF OUR SUGGESTIONS IN THIS AREA.

UNCF RECOMMENDATIONS REGARDING NATIONAL SERVICE LEGISLATION

1. NATIONAL SERVICE SHOULD BUILD ON EXTENSIVE COMMUNITY SERVICE ACTIVITIES ALREADY GOING ON IN STATES, LOCALITIES, EDUCATIONAL INSTITUTIONS, AND NON-PROFIT ORGANIZATIONS. TO AVOID EXCESSIVE FEDERAL REGULATION, PROGRAMS SHOULD BE DESIGNED AS FEDERAL-LOCAL=PRIVATE SECTOR PARTNERSHIPS TOT MINIMIZE THE NEED FOR A NEW "BUREAUCRACY" OPERATIONAL DEVELOPMENT SHOULD BE IMPLEMENTED THROUGH EXISTING AGENCIES OR DIRECT PARTNERSHIPS WITH A LOCAL, STATE AND NON-PROFIT ENTITY.

2. ANY NATIONAL PROGRAM SHOULD ENCOURAGE OPPORTUNITIES FOR SERVICE IN A VARIETY OF FORMS, FOR CITIZENS OF ALL AGES, AND INCOME LEVELS. TO THE GREATEST EXTENT POSSIBLE, VOLUNTEER ACTIVITIES SHOULD ENCOURAGE SERVICE LEARNING EXPERIENCE WHICH RELATES THE EDUCATIONAL PROCESS TO THE REAL WORLD. PROGRAMS FOR DISADVANTAGED PRE-COLLEGE YOUTH SHOULD INCLUDE A STRONG COMPONENT OF COMPENSATORY EDUCATION TO INCREASE THEIR CHANCES OF ENROLLMENT IN, AND SUCCESSFUL COMPLETION, OF HIGHER EDUCATION. ACADEMICALLY AT RISK STUDENTS, AND ALL WHO WISH TO PURSUE THEIR EDUCATION DIRECTLY, SHOULD HAVE OPTIONS TO PERFORM THEIR SERVICE AFTER COLLEGE -- POSSIBLY BENEFITTING FROM PARTIAL FORGIVENESS OF STUDENT LOANS. SERVICE DURING

COLLEGE, ON WEEKENDS, AND VACATION PERIODS SHOULD ALSO BE AN OPTION, AND WOULD PARTICULARLY APPEAL TO OLDER AND PART-TIME STUDENTS WHO MAKE UP A GROWING SHARE OF CURRENT COLLEGE ENROLLMENTS. NATIONAL SERVICE SHOULD TRULY BE VOLUNTARY AND PERMISSIVE, NOT MANDATORY.

3. NATIONAL LEGISLATION SHOULD BE IMPLEMENTED CAREFULLY AND DELIBERATELY. SEVERAL YEARS OF CAREFUL PLANNING SHOULD PRECEDE ITS IMPLEMENTATION OF A MULTI-MILLION DOLLAR PROGRAM. TESTING THE CONCEPT ON A LIMITED BASIS AND EVALUATING ITS' PERFORMANCE TO DETERMINE HOW VOLUNTEERS CAN BE ABSORBED MOST EFFECTIVELY AT ALL LEVELS IS CRITICAL, IN OUR VIEW, TO ITS SUCCESS. IN ADDITION, THIS APPROACH MAY BE NECESSARY FROM A BUDGETARY PERSPECTIVE DUE TO CURRENT BUDGET CONSTRAINTS.

4. WE SHOULD EXAMINE EXISTING FEDERAL PROGRAMS TO DETERMINE THEY MIGHT PROVIDE FURTHER INCENTIVES TO STIMULATE GREATER COMMUNITY SERVICE (I.E. COMMUNITY SERVICE-LEARNING PROVISIONS OF COLLEGE WORK-STUDY PROGRAM). THE PEACE CORPS, VISTA AND OTHER PROGRAMS MUST BE WOVEN INTO THE MIX AND PROPERLY ADVERTISED AND FUNDED BEFORE WE CREATE A WHOLE NEW WHEEL!

IN CLOSING, I WANT TO COMMEND YOU MR. CHAIRMAN AND THE MEMBERS OF THIS COMMITTEE FOR TAKING THE TIME TO HEAR ME AND TO FOCUS YOUR ATTENTION ON THIS IMPORTANT ISSUE. SINCE I KNOW MR. WILLIAMS, AND OTHER MEMBERS OF THIS COMMITTEE, HAVE LONG HAD AN INTEREST IN THE IDEA OF A SUMMIT CONFERENCE ON EDUCATION -- I WOULD LIKE TO SUGGEST THAT THE FOCUS OF THE SUMMIT BE ON NATIONAL SERVICE IN THE CONTEXT OF THE UPCOMING 1991 REAUTHORIZATION OF THE HIGHER EDUCATION ACT.

THE CONCEPT OF NATIONAL SERVICE IS EXTREMELY IMPORTANT AND VERY COMPLEX. SINCE THE 101ST CONGRESS CONVENED, IT HAS ALSO BEEN THE FOCUS OF NUMEROUS BILLS NOW BEFORE THIS COMMITTEE AND OTHERS IN THE CONGRESS. IT MAY WELL BE WISE, GIVEN THESE CIRCUMSTANCES, TO CALL FOR A HIGHER EDUCATION/NATIONAL SERVICE SUMMIT CONFERENCE. T THIS CONFERENCE WOULD ANALYZE AND EVALUATE THE VARIOUS NATIONAL SERVICE PROPOSALS IN THE INTEREST OF CREATING A PROGRAM WHICH HELPS AMERICA'S YOUTH SERVE THEIR COUNTRY WITHOUT PAYING THE PRICE OF DEFERRING, AND EVEN ELIMINATING THE OPPORTUNITY FOR COLLEGE. I BELIEVE THIS CAN BE ACCOMPLISHED WITHOUT FOSTERING A DIFFERENTIAL SYSTEM -- ONE FOR THE AFFLUENT AND ONE FOR THE POOR.

Chairman **Hawkins**. Thank you, Dr. Cole. The next witness, Dr. Edward Bloustein of Rutgers University.

Dr. **Bloustein**. Mr. Chairman, and members of the committee, I am Edward Bloustein, president of Rutgers, the state university of New Jersey, an institution of some 48 thousand students, but I am here to express the enthusiasm for the underlying principle of the bills for national and community service which this committee currently has before it.

I am expressing an enthusiasm on behalf of the American Council on Education, an associated group of other higher educational associations who feel very strongly that the general principle embodied in the bills you are looking at is a very sound one and very central to the educational purposes we represent.

Indeed, I feel so strongly about the issue personally that at commencement exercises last June, I made a speech in which I urged our university community to look at community service as a requirement of graduation, as a necessary and integral part of what we mean by an educated person who leaves an undergraduate education.

With your permission, Mr. Chairman, I would like for the record to submit that commencement speech, not that it is memorable. Very few of us give memorable speeches at commencements or anytime else, but that it had such an impact in our local community. I heard from everyone from archbishops to governors, corporate leaders, to labor leaders.

I am in the presidency some 25 years now. I have never had a response so strong to my urging that community service be undertaken as a necessary part of an undergraduate education.

Chairman **Hawkins**. Without objection, the commencement speech of Dr. Bloustein will be entered in the record at the conclusion of his prepared statement.

Dr. **Bloustein**. Thank you very much, Mr. Chairman. Now, whether as a requirement for graduation or merely as a voluntary program, the American Council on Education, its associated institutions, and the other associations, I speak for all, believe that giving of yourself, that service to the community is an invaluable educational opportunity and we also already sadly admit, I at least do, that we in higher education have neglected it for too long.

I do want to add that there are modest ventures in voluntary service, in some instances required service, throughout the United States in a great variety of institutions. They are all interesting and important. They are at this juncture fairly modest, however.

I would like to urge a set of principles on you as you consider the bills before you and the first and maybe the most important one for us as the educational institutions is that this matter be treated as an educational matter, not as a substitute for some other social program.

We as educational institutions look at community service as an integral part of our education of the young people for whose education we bear the responsibility. Second, I ask you to recall and Mr. Chairman, this goes directly to your preliminary statement in which you express skepticism about the creation of a national bureaucracy for this purpose.

I ask you now just to observe that we in higher education already have an infrastructure, ideally suited for both the supervision of such community service and for its supplementation in the regular curriculum program that is possibly second to none.

We have a student affairs staff and a faculty given to just such educational capacity and they are in place. We do not need a new national bureaucracy for the purposes of this program. We have in our colleges and universities a staff, I think, well-equipped to undertake through course work and through supervision of the community service programs whatever we might undertake.

The other advantage I personally see in a required program of undergraduate community service is that it does not put an undue burden on the poor and give the well-to-do a free ride. Everyone, everyone would be part of such a community service program and, moreover, it would not be an isolated part of a student's growing up. It would be an integral aspect of the education they otherwise receive in the colleges and the universities of this country.

I also urge upon you, Mr. Chairman, what my colleague, President Cole so eloquently stated that above all else, whatever Federal benefits flow to making such a program work, this should be in addition to and not as a substitute for a Federal system of financial aid.

Next I urge upon you that you seek in every way possible, and I am sure you will, to build on existing programs—the Peace Corps has been mentioned, other programs of community service or in the field, to build on those existing programs and to build on our educational base as you create a new structure of national and community service.

I also urge, Mr. Chairman and members of the committee, that we make such community service available in a variety of forms to a variety of different people of all age groups. I have to inform you that within our own university as we plan to put such a program into being, we are looking at community service, say, for our Center for Performing Arts.

We are looking at community service in our schools of engineering. We are looking at community service right throughout the curriculum as an adjunct of the regular curricula program available in the same period of time, available in the same period of time, not a new burden, not an extra burden, but available in the same period of time that an undergraduate student is otherwise qualifying for the bachelor's degree.

Finally, Mr. Chairman, I want to put before you what I hope you would have, I am sure, under any circumstances you realize would be there, the availability of the higher education community and, again, President Cole stated it eloquently, to sit with you and members of the Congress and help fashion this program.

We believe we have a great deal to offer in respect with helping to build it and we want to work with that wonderful initiative that the Congress has already shown to make it a stronger and sounder program.

I congratulate you and your colleagues in taking this initiative and assure you of our continued support at the most enthusiastic levels. Thank you, Mr. Chairman.

[The prepared statement of Dr. Edward J. Bloustein follows:]

TESTIMONY TO:

COMMITTEE ON EDUCATION AND LABOR
U. S. HOUSE OF REPRESENTATIVES

APRIL 19, 1989

PRESENTED BY:

EDWARD J. BLOUSTEIN, PRESIDENT
RUTGERS, THE STATE UNIVERSITY OF NEW JERSEY

ON BEHALF OF:

American Association of Community and Junior Colleges
American Association of State Colleges and Universities
American Council on Education
Association of American Universities
Association of Catholic Colleges and Universities
Association of Jesuit Colleges and Universities
Council of Independent Colleges
National Association for Equal Opportunity in Higher Education
National Association of College and University Business Officers
National Association of Independent Colleges and Universities
National Association of Student Financial Aid Administrators

Mr. Chairman and Members of the Committee:

I am Edward J. Bloustein, President of Rutgers, The State University of New Jersey. I appreciate the opportunity to present the views of the American Council on Education and other associations on several proposed legislative incentives for national and community service.

We support the aim of all these bills, to stimulate a sense of service to the Nation and the community as an obligation of citizenship. This concept has been a basic tenet of American higher education throughout its history. Our first colleges were private institutions founded to educate ministers and leaders for the colonies. In the early 19th century, teachers colleges were established to meet the needs of a burgeoning public school system committed to equal educational opportunity, and land-grant institutions to bring the agricultural and mechanical arts to the people. Community colleges grew in the 1960's as a specific response to the needs of local citizens.

Today, colleges and universities across the country are making greater efforts to serve their own communities and to encourage their students to experience such service. This movement has been developing for decades. For example, Phillips Brooks House, a community service organization run by students at Harvard University, recently celebrated its 75th anniversary.

At my own institution, several hundred students are engaged in community service through the Rutgers Community Outreach Program and other student and faculty and staff volunteer organizations. While we applaud and encourage these voluntary efforts, we have been interested in considering how such efforts should respond to the question: what should an educated person know?

I believe that civic education and a service-based learning program will enlarge the experience of our students, help reduce prejudice and bigotry, serve those in special need, and provide a new basis for describing the relationship of a university to its students. Thus, I have called for a fundamental evaluation of the place of civic education and community service as an integral element in undergraduate education.

Toward that end, a committee of students, faculty and staff have been considering how Rutgers might commit itself to a universal program of civic education and service learning. We expect to pilot some programs in the coming year, and, if we can secure financial support for our proposals, we hope to have a program of community service that is part of a structured intellectual experience in place the following year. We shall also look to those who share our views to develop strategies to encourage continued service, beyond that which will be a part of a mandatory course. Here, we shall need to find ways to reduce the burden of debt on those who otherwise will have to work to afford to continue in school.

Similar activities are under way at hundreds of other institutions. The Campus Compact, organized in 1985 as a project of the Education Commission of the States, joins some 150 institutions in 38 states in a coalition to advance community service by sponsoring projects to combat adult illiteracy and to tutor academically at-risk elementary and secondary students. Campus Compact recently established state compacts in California, Michigan, and Pennsylvania; others are being organized.

Another network, the Campus Outreach Opportunity League, launched by students in 1984, now numbers 450 colleges and 200 national and local nonprofit organizations working jointly through workshops, technical assistance, and an extensive variety of community service projects to make such opportunities more readily available to students.

The Partnership for Service-Learning, established in 1982, now numbers 40 colleges and universities whose programs unite academic study and community service, so that the service makes the study immediate and relevant, and the study relates to and supports the service.

Some colleges have established a community service requirement for graduation. In addition to the growing number of service opportunities in college, some private agencies provide Peace Corps-type experience after graduation. For example, some 354 volunteers from 115 public and private colleges are currently serving one-year terms in the Jesuit Volunteer Corps, performing social service work in 58 cities throughout the nation.

Thus, it should be clear that the concept of national and community service is warmly supported and encouraged by American higher education. For that reason, we are pleased that a number of legislative proposals have been introduced to extend service opportunities to greater numbers of citizens.

We find much to commend and support in each of these bills. Rep. Leon Panetta's bill, HR 717 (introduced by Senator Dodd as S 322), is geared especially to the needs of disadvantaged youth. Rep. Robert Garcia's bill, HR 1615 (introduced by Senator Pell as S 576), would establish a limited pilot project to demonstrate how a national program might be built on the foundation of existing state programs. Rep. Major Owens' bill, HR 1947 (introduced by Senator Kennedy as S 650), would encourage schools and community agencies to create new opportunities for youth to serve their communities.

Rep. Dave McCurdy's bill, HR 660 (introduced by Senator Nunn as S 3) would establish a large-scale national program administered by a nongovernmental Corporation for National Service, and by state and local councils. It would involve retired citizens as well as youth. Rep. David Bonior's bill, HR 1000 (introduced by Senator Mikulski as S 408) would encourage weekend and part-time service activities for citizens of all ages.

Three bills sponsored by Senator Bumpers (S 539, S 540 and S 541) would publicize and extend current provisions of law providing deferment and cancellation of student loans for voluntary service in tax-exempt organizations, the Peace Corps, and VISTA. Rep. Connie Morella's bill (HR 985) would stimulate a national competition among qualified undergraduates to enter training and service in the Peace Corps.

In addition, the Bush Administration is expected to make its own recommendations shortly. The President has emphasized his own belief in the importance of fostering a life-long spirit of service, and has promised to propose a national Youth Entering Service (YES) initiative. The program would be administered by a public-private foundation entitled the YES to America Foundation, and would channel the energy and creativity of young people into existing community-based organizations.

These various approaches obviously serve a variety of different purposes. Some of them do not relate directly to higher education's specific capacities for education and training and community service. Nevertheless we believe that these several purposes are all valid and worthy of consideration in developing sound national policies and programs: we urge the Committee to combine the best features of each. Without attempting to prescribe the details of such broad legislation, we suggest the following criteria to reflect the perspective of the higher education community:

1. Any educational benefits earned through voluntary service should be in addition to, or as part of--rather than in place of--the federal system of need-based aid.

This system, which has been developed with bipartisan support over three decades, is designed to achieve the vital national purpose of assuring postsecondary opportunities to all students who have the ability, but lack the financial resources, to attend the institutions best suited to their needs.

One of the goals of these programs is to stimulate awareness very early in life that higher education is accessible to all able students, even if their families cannot provide the financial resources. Another goal is to enable those who desire short-term vocational programs and credentials other than a bachelor's degree to obtain the skills necessary to support themselves and their families. Millions of students and their families depend on the federal government to continue its commitment to these programs.

Under most of the legislative proposals, national service would complement the goals of the current student aid programs: volunteers who commit themselves to a term of service would earn benefits that could be used to help meet college costs. The McCurdy-Nunn bill, however, would phase out eligibility for current programs and make national service the sole criterion for assistance to most students. This would revoke the national commitment to postsecondary opportunities established three decades ago, when President Eisenhower proposed legislation which became the National Defense Education Act of 1958. As he said at the time:

"The security of the Nation requires the fullest development of the mental resources and technical skills of its young men and women...We must increase our efforts to identify and educate more of the talent of our

Nation. This requires programs that will give assurance that no student of ability will be denied an opportunity for higher education because of financial need."

We still have a long way to go to achieve the goals of developing our talents to the fullest, and assuring postsecondary opportunities for all qualified students who lack the necessary financial resources. Currently 73 percent of low-income, high-ability high school graduates go on to college, compared with 93 percent of those from higher-income families.

Requiring national service as a precondition for federal student assistance would severely restrict postsecondary opportunities. The McCurdy-Nunn bill is designed to offer 700,000 volunteer positions a year; current federal programs assist some six million recipients, including over two million new students each year. If the program were to be conducted on a scale sufficient to accommodate all current recipients of student aid, it would cost in the range of $30 to $50 billion annually.

To be educationally sound, legislation must provide options for service during and after postsecondary education, as well as before. The report on college persistence issued last month by the National Center for Education Statistics found that students who start college upon graduation from high school have a significantly greater chance of attaining a bachelor's degree: three-quarters of 1980 high school graduates who entered a four-year institution immediately and persisted full-time had earned a baccalaureate by 1986; only 21 percent of those who delayed entry had completed the degree by then. For low-income students (who tend to have poorer academic preparation), the completion rate was 8 percent; for high-income students, the rate was 34 percent.

Thus, requiring service before college would be especially damaging to low-income and minority students, who disproportionately come from disadvantaged backgrounds and who will constitute one-third of all school-age children by the year 2000. Creating such obstacles to successful postsecondary education for so many of our youth would also have serious consequences for the national economy: surveys indicate that the vast majority of new jobs created in the next two decades will require some kind of postsecondary education.

We believe strongly that national service legislation should be compatible with the federal aid system, not designed to replace it. While the current system needs to be reviewed and may need adjustment, it provides access to postsecondary education for some six million students, many of whom would be unable to attend college without assistance. None of these students receives a "free ride." In fact, they and their families contribute the largest share of their educational costs, and most earn their way by working or borrowing against future income.

Nearly 90 percent of all students or their spouses, and nearly 90 percent of all Pell Grant recipients in the collegiate sector, work either during the summer or school year or both to finance their education. The need-analysis provisions of the Higher Education Act require a minimum annual contribution from student income of at least $700-$900 for dependent students and $1,200 for independent students. In reality, needy students make a much more substantial contribution to their educational costs. Single Pell Grant recipients contribute an average of $2,500 a year, and married recipients and their spouses contribute an average of $7,000 per year, towards their educational expenses. In addition, virtually all colleges and universities participate in the College Work-Study program, which helps needy students meet this self-help requirement and, in addition, provides millions of dollars in other job opportunities both on- and off-campus.

2. National legislation should build on the extensive community service activities already being conducted in states and localities, educational institutions and public interest organizations.

To avoid excessive federal regulation, programs should be designed as federal-state-private sector partnerships. To minimize the need for a new bureaucracy, eligibility determinations and oversight of community service programs should be conducted by a quasi-governmental entity with representation from the states and local government, public and independent colleges and universities, the private sector, and other key participants.

Each of the bills, as well as the anticipated proposal of the Bush Administration, is sensitive to this criterion.

3. Any national program should encourage opportunities for service in a variety of forms, for citizens of all income levels.

The bills before the Committee offer a variety of models for addressing this criterion. The McCurdy-Nunn bill specifically includes retired citizens; the Bonior-Mikulski bill and the Owens-Kennedy bill provide service incentives to citizens of all ages.

To the greatest extent possible, volunteer activities should encourage service-learning experience which relates the educational process to the real world. Most of the current bills do not place specific emphasis on activities which encourage such a relationship between learning and working in a field relevant to the individual's future career (although the Owens-Kennedy bill requires all projects to include age-appropriate learning components for all participants).

Programs for disadvantaged pre-college youth should include a strong component of compensatory education to increase their chances of enrollment in, and successful completion of, postsecondary education. The Panetta-Dodd bill does this by requiring that 10 percent of project funds be earmarked for remedial educational programs while in service.

Academically at-risk students, and all who wish to pursue their education directly, should have options to perform their service after college and throughout their lifetime. Service during college, on weekends and vacation periods, should also be an option, and would appeal particularly to older and part-time students who make up a growing share of college enrollments. The Bonior-Mikulski bill provides such options in the form of service that could be performed two weekends a month and two weeks a year, or on a part-time basis. The Bumpers bills offer another incentive for service after college by extending current provisions for loan forgiveness and repayment deferral for service.

4. National legislation should be implemented carefully and deliberately.

Several years of careful planning should be provided before a larger-scale program is established, to test the concept on a limited basis and determine how volunteers can be absorbed most effectively at the state and local levels, and what kind of activities are most appropriate.

The Garcia-Pell bill is a model for this criterion, offering a limited pilot program to establish a five-year test before considering further legislation. The Panetta-Dodd bill also provides a useful study by a national commission to evaluate the results of the program and make recommendations for changes.

5. Existing federal programs should be examined to determine whether they might provide further incentives to stimulate community service.

The Bumpers bills offer an example of how loan forgiveness and deferral of repayments could encourage service activities. The community service-learning provisions of the College Work-Study program should also be reviewed to determine how they could be utilized more fully.

Any legislation drafted according to these guidelines would promote both increased voluntary service to the Nation and greater educational opportunities for all citizens. We strongly support, and stand ready to assist, all such efforts.

COMMUNITY SERVICE

A New Requirement for the Educated Person

EDWARD J. BLOUSTEIN
President
Rutgers, The State University
of New Jersey

❦

Office of University Publications
New Brunswick, New Jersey

COMMUNITY SERVICE

A New Requirement for the Educated Person

EDWARD J. BLOUSTEIN

I hope this 222d commencement of Rutgers, The State University of New Jersey, is as happy an occasion for you as it is for me. It should signify a provocative new beginning for you, another pivotal point in your life. You will now begin to employ the many gifts and talents you developed here toward the goals you choose to pursue. On behalf of all of us at Rutgers, let me congratulate you and your families on your many accomplishments and let me wish you well in your chosen pursuit.

Besides marking a new beginning for graduates, commencement provides us all with the occasion for rededication to some of the principles that enlarge and magnify what is best in each of us and in the human spirit generally. Today I want to talk about

---

Address delivered on May 26, 1988, at the 222d Commencement Exercises, Rutgers, The State University of New Jersey, New Brunswick, New Jersey.

two personal and political shibboleths of the 1980s, and ask you whether they make sense for any of us or for our nation.

I must confess to begin with, however, that, of recent years, I and many other college and university presidents have hesitated to express moral convictions because we felt we would be violating the principle of the moral neutrality of the university. This is, indeed, a most important principle and I would not risk abridging it.

But some of us have mistaken teaching for preaching. We certainly should not expound a moral creed; we should not ask that what we say be believed because of the authority of our offices. We abandon our calling, however, if we neglect, as too many of us do, moral teaching. What I mean is that, as university presidents, we must invite thoughtful discussion of moral issues as we invite it of any other substantive issue. We should not exact moral conformity of our students any more than we should of our faculty, but we should express our moral concerns, and ask our students, no less than our faculty, to consider them. That is what I intend to do now.

I put before you two tendencies of our time that I believe to be fundamentally wrong. They inhibit the satisfaction to be found in our private lives, and they also impair the attainment of our public purposes. Think about them with me.

There is a distinct sense afoot in the nation that the battle against bigotry we began to wage so intensively in the 1960s has now been won. This is partly fed by the general reaction against some of the excesses of the '60s. It expresses as well, however, some discouragement after years of effort that our exertions have not been as fruitful as we would have liked. It also reflects a return to the simplistic notion that the strains associated with the clash of cultures we find ourselves experiencing would be dissolved, and a new strength of common purpose achieved, if only everyone would adopt the ways of the dominant white, male, anglo-Christian society. Finally, I suggest that attention to bigotry has waned because many of our nation's leaders have, in effect, declared that the war against it has been won, and have displaced its position in the national consciousness with other priorities.

The bitter fact is, however, that racism, sexism, homophobia, religious intolerance, fear of and animosity toward "foreigners," and such other forms of provincialism are still very much with us. They still eat at our nation's vitals. The differences among us will not simply go away, and our failure to accommodate judiciously to them mars this nation's ability to achieve the greatness its political philosophy promises; it also impairs this university's capacity to achieve true distinction.

Declaring the war won when it has not been has had grave and unfortunate consequences. Among other things, it has emboldened the bigots among us, and this and other campuses, as well as other communities throughout the nation, have paid a painful price as a result.

The most compelling reason to accelerate the task of rooting out bigotry is that it unjustly and cruelly encumbers the lives of people and causes them pain. We must act aggressively and affirmatively, not to give those subject to victimization some special advantage, but simply to assure surcease from neglect and deprivation.

There is another reason to do so as well, however, a reason that is frequently neglected. Our failure to redress forms of oppression is not only unjust to those who suffer it, but it also impedes the advantage we might otherwise derive from the richness and strength that the differences among us offer.

Our nation is comprised of a more imposing assemblage of races, cultures, religions, and nationalities than the world has ever known. As a result, we have people-to-people connections with virtually every life experience on the globe, linking us as no political ambassador ever could to all parts and all peoples of the world, from Africa to Europe, and now, ever more so, to Asia and South and Central America. This is surely a capability comparable in its significance for world leadership to productive factories and fertile fields, armed battalions, or nuclear warheads. Unfortunately, it has recently been gravely neglected.

In terms of the life of this university, our faculty and staff, and the men and women we enroll, come from an uncommonly broad range of backgrounds. They offer us as a university a unique strength in advancing the cause of liberal education.

Among other things, liberal education promises to overcome what the philosopher Francis Bacon called the Idols of the Den, the mistaken attachment to beliefs and values for no other reason than that they are our own. The very wide range of differences among us enables us to appreciate a breadth of knowledge, culture, and experience which takes us beyond the narrow confines of our individual beginnings. What could be more central to our educational mission!

Let me turn next to another contemporary shibboleth, a distortion of a concept central to the nature of our democratic heritage: individualism. Of recent years it has become disturbingly fashionable for people to live as if the human condition were largely the product of personal choice and effort in the free marketplace of life, and as if greed and private wealth were sovereign virtues. The attitude is epitomized in two slang slogans. "I've got mine, Jack," and "I'm doing my own thing" have, unfortunately, found their way into our mores and gained currency as latter-day political articles of faith.

To be sure, human choice and effort are important and they do shape, to a significant degree, the human condition. And, of course, material goods contribute greatly to both the private and the public good.

But the naked pursuit of individual interest and material gain is a hopelessly inadequate source of personal satisfaction. It is also a thorough distortion of the ideal of civic virtue in the democratic state. Moreover, it is a dangerously obtuse response to the global condition in which we find ourselves.

This anemic ethic has flourished on ignorance and isolation. Born of a poverty of cultural imagination, it explains why so many among us are without material want, but are wasted and unfulfilled emotionally and spiritually. Proceeding from a xenophobic sense of self, it causes many of us to simply cut ourselves off from the poor, the dispossessed, and the downtrodden. It is that same form of self-absorption that allows us as a people to confuse those nations which recoil before our power from those which respect and admire our purposes.

All too often, as individuals and as a people, we act out the role of the Lone Ranger, riding the moral prairie alone in our righteousness, aloof from community and allies, at a remove from those who think and live differently than we do. We segregate ourselves in cocoons of homogeneity. Sometimes it takes the form of sequestered housing, sometimes that of seeking out schooling arrangements which isolate our children from the very communities they should come to understand and care for. Sometimes it takes the form of failing to consult valued allies. In some of our colleges and universities, it takes the form of neglect of the systematic study of foreign languages and culture. For individuals, colleges and universities, and for our nation, while there may be smug comfort in such isolation, it portends personal and political failure.

I believe that, as individuals and as a nation, we must substantially increase our effort to learn from and accommodate to those among us with different cultures and life styles. We who are educated must reach out to the uneducated; those of us who have a full measure of the world's wealth must hold out our hands and our hearts to those who lack even a bare portion of it. Giving is no less part of the good life than receiving. This truism is as sound a principle of foreign policy as it is of personal gratification.

Higher education already makes important contributions to teaching the virtues of sharing and caring, but I propose that we do more. I propose that we look at community service as a necessary component of the learning experiences which constitute a liberal education.

I am extremely proud of the several hundred Rutgers students who now work in the Rutgers Community Outreach program—tutoring students in the inner city schools, assisting in hospitals, serving meals to those who cannot serve themselves, acting as tour guides at local museums, and engaging in many other forms of community service. I congratulate the students at Rutgers College who have proposed community service courses that are now being adopted by our faculty. I urge that we consider going one step further by making service to others a requirement of the undergraduate liberal arts degree.

Everyone would agree, I am sure, that such service would contribute greatly to the communities in which our universities live and are nourished. In these terms, student commitment to community service would constitute a partial return to the commonweal of what they received from it.

Such service as part of an undergraduate education would have a much broader significance, however. It would constitute a valued ingredient of liberal education. It would help educate our students to the world of the sick and the aged, the world of the deprived and dispossessed, a world which looms before us and which we can no longer continue to neglect except at our moral and political peril.

This and other American universities must now explore ways to enlarge the liberal component of education by instituting a requirement of civic service. Even if we were to suppose that some portion of the student body might undertake it unwillingly, without compassion, or with disdain for its ethical quality, it would find justification in the expansion of the horizons of feeling and experience it would afford. Would it be very different from requiring our students to read and write in terms some of them will never thereafter have need or appreciation for? Why not an introduction into social and cultural literacy, reflecting our time and place, as well as an introduction into mathematical, aesthetic, or historical analysis?

I hope I have given you some reason to believe that the campaign against bigotry deserves once again to be put at the very center of our national agenda, and at the very center of this university's agenda as well. Let our diversity be seen for what it is, a source of our strength, not of our weakness.

But nurturing it requires that we abandon the shallow image of individualism that has recently been in the ascendent, in favor of a more robust one. We must rediscover, as a nation and within this university, the satisfactions of caring for others as we would have them care for us; we must rediscover and teach civic responsibility as a liberalizing art. I believe that, in finding ways to modulate our individualism with altruism, we will thereby foster greater individual gratification, and bring ourselves into greater harmony with an increasingly heterogeneous and tumultuous world.

Chairman **Hawkins**. Thank you, Dr. Bloustein. The next witness is Dr. Robert Corrigan, San Francisco State University.

Dr. **Corrigan**. Mr. Chairman, members of the committee, I am Robert A. Corrigan, president of San Francisco State University, and chairman of the Board of the Association of Urban Universities and I deeply appreciate this opportunity to appear on behalf of the urban sector.

San Francisco State University in brief is a relatively young institution with 28 thousand students, many of them first generation college students. We are slightly more minority than we are majority at the undergraduate level. We are increasingly more female than we are male and our students come from the lower of the income groups in the area.

I speak, therefore, as the president of an institution that is, indeed, very representative of those urban institutions that I have been asked to speak for today. The Association of Urban Universities might be called an organization whose middle name is "community."

We believe unequivocally and enthusiastically in the obligation of the university to the city. It follows from that that we are also enthusiastic about the concepts on which you are taking testimony today and we like all or parts of most of the bills that are before you.

AUU believes that none of the bills before you should either be discarded unconsidered, or enacted unread. Your work on these bills remains, of course, cut out for you. Let me quickly summarize what we believe might constitute a useful mixture of the bills that are before you.

The Morella-Pell Bill, H.R. 985, should be a part of what you finally produce in our opinion. San Francisco State University, which enjoys a richly multi-ethnic and multi-cultural student body and which stands facing the Pacific Basin where so many worlds meet, is perhaps naturally receptive to ideas like the Peace Corps.

We urge its adoption, as a demonstration project, and as part of a larger community service package. The Bonior-Mikulski Bill, H.R. 1000, provides a useful basis for building on in the drafting of a more comprehensive bill, but we would suggest a few modifications.

First of all, we believe that your final product should be enacted on a demonstration scale and with a very strong sunset clause in the bill and in the committee report. The community service program may be so vitally important a new idea that the Congress should mandate a thorough evaluation of its first three or four years of operation before giving it a longer life or a wider door.

A five-year authorization might be a reasonable period. The number of participants we suggest could be a little more modest than the 750,000 total provided in H.R. 1000. Perhaps 50,000 a year might be a good limit, allowing volunteers who get off to a good start to continue on in service for two or three years, and allowing losses through attrition to be replenished.

If the 103rd Congress finds the program to be as successful as I think they will, they should then think about enlarging the scope of the program. The Bonior-Mikulski Bill does not require that service be performed in the applicant's hometown or where the applicant's college is located.

On balance, perhaps, it should not, but it might be useful to examine Senator Kennedy's bill which mandates linkage between the school and the community in designing a project. Universities and colleges are already experienced sponsors of community service. Their experience, we argue, should not be overlooked.

At this point in the record, Mr. Chairman, I have included some information on San Francisco State University and its volunteer programs. Of great importance to everyone involved is a need to assure that the Federal costs of community service be carried in the budget functions where the services to be performed would normally be carried.

The same principle, we argue, should apply to the rewards for service. The vouchers envisaged in the Bonior and McCurdy Bills, the rewards should be seen as a cost of the service performed, and budgeted accordingly.

The Bonior-Mikulski Bill is exactly right in specifying only that service should be performed by volunteers of whatever age or physical condition who are fit for service and for the particular service that is seen in the individual case.

Mr. Chairman, this committee's own reports have been telling the world for a dozen years that education is not just for kids, that the average age of college students is going up. Don't change that provision of H.R. 1000, whatever else you might think about doing and let me, Mr. Chairman, add one here.

In my opinion, none of the pending bills are needed to encourage the willingness of the American people, young or old, to serve their country and their fellow citizens. Patriotism and the will to public service do not have to be rescued. They were never lost.

I understand that Mr. Bonior and Senator Mikulski are already working on language which would soften the idea of a "non-transferability of vouchers," by permitting older volunteers to transfer their vouchers to their children or, indeed, their grandchildren.

Again, because of the increased age and diversity of the school-going population, we would recommend that the vouchers be transferrable between generations in both directions. It might do good things for the extended family to allow young volunteers to transfer their vouchers to their parents or to their grandparents, as well as in the more conventional direction.

While we are on that subject, let me as president of an urban university voice, perhaps, an unorthodox view. Many of the bills before you offer educational benefits as a reward. Two of them offer either education or housing as a reward. It would be worth your while, perhaps, to examine language making vouchers usable towards paying the costs of other public benefits require user fees or premiums.

Let me look as I come to a conclusion at the history, perhaps, of our nation's education policy. Senator Mikulski in a recent speech to the Association of Urban Universities observed that our country invented the community college and night school because of the wide spectrum of our population who wanted to learn and she was right, but those inventions were the creations of state and local authorities.

This Congress has itself made three great higher education inventions in the past century and some in each was built, not on the ruins, but on the shoulders of its predecessor.

In the middle of the last century, the Congress invented the land-grant university. It is useful to remember that in creating the land-grant universities, that Congress did not dismantle or expropriate the great private colleges of America.

Almost a half-century ago, the Congress enacted the GI Bill of 1944. That legislation obviously rewarded one generation of war veterans. Perhaps even more, it made the dream of going to college a realizable goal for millions of young people who would never have thought it a possibility, if not for the example the GI Bill offered to their brothers and sisters and fathers and mothers.

You did not terminate the land-grant institutions to pay for the GI Bill. It, in fact, paid for itself many times over. Twenty-five years ago, you and this very committee offered the nation a third great invention—the idea of need-based student aid, not an entitlement by any reasonable use of that term.

The Need-Based Aid Program said simply that you would help remove the barriers of price that stand in the doorways of higher education institutions of whatever stripe. If a student can prove need, you said, he should have or she should have help to the extent of that need. You did not do away with the GI Bill when you invented need-based aid. Both remain serving different clienteles and meeting different purposes.

On all three occasions, I am afraid, you were warned that you were threatening higher education, that the campus would never look the same again and those who said that were half right. Our campuses do not look like they did in the 1840s or in the 1930s or even in the '50 and '60s. They look better, more diverse, more useful to the communities in which they are rooted into the students they serve.

The community service/national service experiment may be the fourth great invention, building on the basis of what you have already done and done extremely well without tearing down need-based aid in the process. We urge you to be innovative and daring in the field of community service and to take chances on our young people and on our educational system. Neither, we argue, will disappoint you. Thank you, Mr. Chairman.

[The prepared statement of Dr. Robert A. Corrigan follows:]

COMMUNITY SERVICE

A POSITIVE VIEW

TESTIMONY

OF

DR. ROBERT A. CORRIGAN

PRESIDENT, SAN FRANCISCO STATE UNIVERSITY

AND

CHAIRMAN OF THE BOARD

ASSOCIATION OF URBAN UNIVERSITIES

BEFORE

THE SUBCOMMITTEES ON

ELEMENTARY AND SECONDARY EDUCATION
POSTSECONDARY EDUCATION
EMPLOYMENT OPPORTUNITIES
SELECT EDUCATION
HUMAN RESOURCES

OF THE

COMMITTEE ON EDUCATION AND LABOR

U.S. HOUSE OF REPRESENTATIVES

HON. AUGUSTUS HAWKINS, CHAIR

APRIL 19, 1989

WASHINGTON, D.C.

DR. CORRIGAN: Mr. Chairman, Members of the Committee on Education and Labor: I am Robert A. Corrigan, President of San Francisco State University, and Chairman of the Board of the Association of Urban Universities. I deeply appreciate the opportunity to appear on behalf of the urban sector.

AUU is an organization whose middle name is "community". We believe unequivocally and enthusiastically in the obligation of the university to the city. It follows from that that we are enthusiastic about the concepts on which you are taking testimony today--and we like all or parts of most of the bills before you.

I will begin, against the advice of some of my colleagues, and some of yours, by repeating one thing you have heard over and over again. While the idea and practice of community service are not new to the university, nor to the Congress, it is important that once again we thank the Members of Congress who have focused our attention by introducing legislation in this area. Representative Morella and Senator Pell; Representatives Martinez and Panetta and Senator Dodd; Representative McCurdy and Senator Nunn;,Representative Bonior and Senator Mikulski; and Representative Owens and Senator Kennedy. To each of these legislators, and to the President for his YES proposal, a voice of thanks is owed.

Secondly, AUU believes that none of the bills should either be discarded unconsidered, nor enacted unread.

Let me summarize what AUU believes would constitute a useful mixture of the bills before you.

ROBERT A. CORRIGAN
House Committee on Education and Labor
April 19, 1989

The Morella-Pell bill, H. R. 985, should be a part of what you finally produce. San Francisco State University, which enjoys a richly multi-ethnic and multi-cultural student body, and which stands facing the Pacific Basin where so many worlds meet, is perhaps naturally receptive to ideas like the Peace Corps. We urge its adoption, as a demonstration project, and as part of a larger community service package.

The Bonior-Mikulski bill, HR 1000, provides a useful basis for building on in the drafting of a more comprehensive bill. But, like Mr. Jefferson's first draft of the Declaration of Independence, it needs a little work.

First, all of your final product, should be enacted on a demonstration scale, and with a very strong sunset clause in the bill and in the Committee Report. The community service program may be so vitally important a new idea that the Congress should mandate a thorough evaluation of its first three or four years of operation before giving it a longer life or a wider door. A five-year authorization is not an unreasonable period.

The number of participants could be a little more modest than the 750,000 total provided in HR 1000. 50,000 each year might be a good limit, allowing volunteers who get off to a good start to continue on in service for two or three years, and allowing losses through attrition to be replenished. If the 103rd Congress finds the program to be as successful as I think they will, they should then think about enlarging the scope of the program.

ROBERT A. CORRIGAN
House Committee on Education and Labor
April 19, 1989

The Bonior-Mikulski bill does not require that service be performed in the applicant's home town or where the applicants college is located. On balance, it should not. But it might be useful to examine Senator Kennedy's bill which mandates linkage between the school and the community in designing a project. Some middle ground would be useful to explore. Universities and colleges are already experienced sponsors of community service. Their experience should not be disregarded.

We have heard, Mr. Chairman, that the current generation of students is not interested in community service. Let me tell you how the students at San Francisco State University are actively addressing social problems through voluntary community service. With 40% of SFSU graduates reporting that work internship and volunteer experience is their single most important factor in obtaining a job, I suggest that the will to make a positive impact on the community's needs and the ways to accomplish this are as close as the personal and career goals of each student. While students are strongly oriented toward personal achievement, they are also capable of making positive judgement about the value of personal involvement in community affairs, once they are informed of service-learning opportunities and encouraged by the positive experiences of their peers.

DR. ROBERT A. CORRIGAN
House Committee on Education and Labor
April 19, 1989

Since 1973, an average of 30 students per semester at SFSU have chosen to contribute 10 to 20 hours a week serving as paraprofessional staff running and developing a student-administered, faculty supervised experiential education and community outreach program. This program has the ambitious aim of combining student needs for life/work/service experience with community needs for cost-free assistance to human services. This core group of students, called the Community Involvement Center (CIC), works tirelessly each semester to recruit and enable hundreds more students to volunteer in non-profit agencies outside the campus. Whereas the limited scope of many university-based programs often lessens their attractiveness to students at large, the CIC has grown to become the central location on campus for giving referrals, advice, training and support to students whose college years are enriched by the volunteer experience.

CIC thrives on its interdisciplinary and multi-ethnic character and its ability to serve students and faculty needs in all the university's academic disciplines. Students finding volunteer opportunities with CIC are referred to faculty and fieldwork programs throughout the campus in order the integrate serving and learning.

At the beginning of each academic year, CIC sponsors a two-day, on-campus Volunteer Opportunities Fair in which 40 community agencies participate, answering inquiries from some 3,000 students about volunteer opportunities.

During the year, CIC student staff members make over 150 speeches to some 7,000 students in selected classes. The CIC staff provides students with over 2,700 volunteer placement sites organized under such headings as youth and senior service; physical and mental health programs; legal and human rights advocacy; education, literacy and school programs; crisis intervention; needs of the homeless, and more.

CIC has its own academic Volunteer Internship Program, through which nearly 400 students a year earn credit for volunteering 8 hours a week, attending a weekly seminar and keeping a journal. Personal growth and social consciousness, as well as career development, are facilitated through the integration of subjective experience, transferrable skills training and cognitive learning. The close working relationship between CIC students and faculty, at the academic and the program level, is a model for demonstrating how much can be accomplished when students are given extensive responsibility for community as well as intellectual endeavors.

Mr. Chairman, let me extend to you and your colleagues a very warm invitation to come to our campus and see some of those programs in action. And let me admit that you could have a similar experience at universities and colleges in each of your own districts.

ROBERT A. CORRIGAN
House Committee on Education and Labor
April 19, 1989

Let me, Mr. Chairman, add one word there. In my opinion, none of the pending bills are needed to encourage the willingness of the American people, young or old, to serve their country, and their fellow citizens. Patriotism and the will to public service do not have to be revived. They were never lost.

Of great importance to everyone involved is the need to assure that the Federal costs of community service be carried in the Budget Functions where the services to be performed would normally be carried. Conservation services, of the sort envisaged by the Martinez-Panetta-Dodd bills should be carried in Function 300. If the national service is to be performed in the military, its costs should be carried in Function 050. If, and only if, the service itself has an educational purpose, it should be carried in Function 500. And the same principle should apply to the rewards for service--the vouchers envisaged in the Bonior and McCurdy bills. The rewards should be seen as a cost of the service performed, and budgeted accordingly.

The Bonior-Mikulski bill is exactly right in specifying only that service should be performed by volunteers, of whatever age or physical condition, who are "fit for service"--and for the particular service envisaged in the individual case. Mr. Chairman, this Committee's own reports have been telling the world for a dozen years that education is not just for kids--that the average age of college students is going up. Don't change that provision of HR 1000, whatever else you do.

ROBERT A. CORRIGAN
House Committee on Education and Labor
April 19, 1989

Clearly, it would be consistent with the intentions of the sponsors of all these bills to add to the final legislation strong anti-discrimination language--covering age, sex, physical disability, religion and race. By the same token, I would strongly urge that the final bill contain language assuring that the final bill protect the wages and working conditions of those people already performing service.

I understand that Mr. Bonior and Senator Mikulski are already working on language which would soften the idea of the "non-transferability of vouchers", by permitting older volunteers to transfer their vouchers to their children and grandchildren. Again because of the increased age and diversity of the school-going population, we would recommend that the vouchers be transferable between generations in both directions. It might do good things for the extended family to allow young volunteers to transfer their vouchers to their parents or grandparents, as well as in the more conventional direction.

While we are on that subject, let me, as President of an urban university, voice an unorthodox thought. Many of the bills before you offer educational benefits as a reward. Two of them offer either education or housing as a reward. It would be worth your while to examine language making vouchers usable toward paying the costs of other public benefits which require user fees or premiums. I think of the premiums on Catastrophic Health Insurance as one such example.

ROBERT A. CORRIGAN
House Committee on Education and Labor
April 19, 1989

Let us, Mr. Chairman look back at the history of our nation's education policy. Senator Mikulski, in a recent speech to the Association of Urban Universities, observed that our country invented the community college and night school because of the wide spectrum of our population who wanted to learn. And she was right. But those inventions were the creations of state and local authorities. This Congress has itself made three great higher education inventions in the past century and some, and each was built, not on the ruins, but on the shoulders of its predecessor.

In the middle of the last century, the Congress invented the land-grant university. Books have been written on the results of that Congressional experiment, of which the nation's great network of public universities and colleges is only the most obvious example. It is useful to remember that in creating the land-grant universities, the Congress did not dismantle or expropriate the great private colleges.

Almost a half-century ago, the Congress enacted the GI Bill of 1944. That legislation obviously rewarded one generation of war veterans. But perhaps even more, it made the dream of going to college a realizable goal for millions of young people who would never have thought it a possibility if not for the example the GI Bill offered to their brothers and sisters and fathers and mothers. You did not terminate the land-grant institutions to pay for the GI Bill. It paid for itself.

ROBERT A. CORRIGAN
House Committee on Education and Labor
April 19, 1989

Twenty-five years ago, you in this very Committee offered the nation a third great invention--the idea of need-based student aid. Not an entitlement by any reasonable use of that term, the need-based aid programs said simply that you would help remove the barriers of price that stand in the doorways of higher education institutions of whatever stripe. If a student can prove need, you said, he should have help to the extent of that need.

You did not do away with the GI Bill when you invented need-based aid. Both remain, serving different clienteles and meeting different purposes.

On all three occasions, you were warned that you were threatening higher education, that the campus would never look the same again. Those who said that were half right. Our campuses do not look like they did in the 1840's or the 1930's or even in the 50's and 60's. They look better, more diverse, more useful to the communities in which they are rooted and to the students they serve.

At San Francisco State University, almost 35% of the students who are enrolled for enough hours to be eligible, actually receive some kind of financial aid. As is the case at most urban institutions, most of our financial aid comes from governmental programs, with almost 80% of the more than $20,000,000 awarded coming from the Federal student aid programs. More than five thousand of our needy students will receive Pell Grants this year.

ROBERT A. CORRIGAN
House Committee on Education and Labor
April 19, 1989

Loans account for almost 45% of the total financial aid made available to our students. Almost all of this is under the Stafford Student Loan Program.

Almost 60% of our financial aid applicants are self-supporting according to federal criteria. Our students tend to be older than the stereotypical "college-age youth", with over 60% of them being over 23 years of age.

Even with low costs and modest student budgets, we are unable to meet the full need of most of our students. Most work to support themselves--and many have family responsibilities of their own. Many of our students hold full-time jobs while attending school. We provide financial assistance to almost 400 single parents, some with more than one child.

Of our dependent students, more than 60% come from families with incomes of less than $18,000 per year. Many of these students, though technically dependent do in fact contribute to the support of their families while working and studying.

The drop in the number of financial aid recipients at San Francisco State--from 7,572 in 1985-86 to about 6,000 in 1988-89 has stemmed not from conceptual flaws in the need-based aid programs, but from inadequate funding levels and tightened eligibility requirements.

There is a broad perception that financial aid recipients have all or most of their financial need met, and that they are free to devote themselves wholly to their academic endeavors.

ROBERT A. CORRIGAN
House Committee on Education and Labor
April 19, 1989

While I doubt that many members of this Committee labor under that misapprehension, I appreciate the opportunity to make this profile of our aid recipients a part of your record to help dispel the notion that a service-based program can lightly replace a need-based program without seriously and adversely affecting the needy.

Tying student aid to prior community or national service would simply discriminate against those most in need--those who are trying, with the aid you have provided them, to break the cycle of poverty. I believe that discrimination would hit the urban universities and colleges particularly sharply, but the discrimination would be felt all across the higher education community.

Were service to become the only door through which students could secure financial aid, our campuses would, at the best become populated by young people from upper and middle income families and a substantially smaller number of older students who, because of financial need, had to postpone college entrance while they performed their mandatory national/ community service. But that is the optimum outcome. More likely, the student from a lower economic background would conclude that 30 years of trying to open the doors to him and her had ended, and he/ she would not postpone, but abandon, their college plans.

ROBERT A. CORRIGAN
House Committee on Education and Labor
April 19, 1989

A Community service bill, with educational (and other) rewards, can live together with need-based aid programs, and they can contribute mightily to each other. Service is not an acceptable substitute for need as a way through economic barriers at the campus gate.

The community service/national service experiment may be the fourth great invention. Building on the basis of what you have already done and done well, without tearing down need-based aid in the process, we urge you to be innovative and daring in the field of community service and to take chances on our young people and on our educational system. Neither will disappoint you.

The Association of Urban Universities

c/o Southeastern University
501 I St., S. W.
Washington, D.C. 20024

April 6, 1989

The Association of Urban Universities and Board of Directors

Bunker Hill Community College	**Piedad Robertson**, President
Chicago City Colleges	**Nelvia M. Brady**, Interim Chancellor
Chicago State University	**George L. Ayers**, President
Cleveland State University	**John A. Flower**, President
Columbia College	**Mike Alexandroff**, President
University of the District of Columbia	**Rafael Cortada**, President
Fashion Institute of Technology	**Marvin Feldman**, President
Georgetown University	**Timothy S. Healy**,S.J. President
University of Illinois at Chicago	**Donald M. Langenberg**,Chancellor
Indiana University, N.W.	**Peggy Gordon Elliott**,Chancellor
University of Massachusetts at Boston	**Sherry Penney**, Chancellor
University of Michigan at Flint	**Clinton B. Jones**, Chancellor
University of Missouri at St. Louis	**Marguerite Ross Barnett**, Chancellor
City College of New York	**Bernard Harleston**, President
City University of New York	**Joseph S. Murphy**, Chancellor
New York University	**John Brademas**, President
Northeastern University	**Kenneth Ryder**, President
Northeastern Illinois University	**Gordon Lamb**, President
Pace University	**William G. Sharwell**, President
Old Dominion University	**William B. Spong**, President
Rhode Island College	**Carol J. Guardo**, President
St. Peter's College	**Edward Glynn**, S.J. President
San Francisco State University	**Robert A. Corrigan**, President
Southeastern University	**W. Robert Higgins**, President
Suffolk University	**Daniel Perlman**, President
University of Tennessee at Chattanooga	**Frederick W. Obear**, Chancellor
University of Tulsa	**J. Paschal Twyman**, President
University of Wisconsin/ Parkside	**Sheila Kaplan**, Chancellor
Wright State University	**Paige Mulhollan**, President

Associate Board Members:

James Hefner, President, Jackson State University, representing the National Association for Equal Opportunity in Higher Education

Board Members Emeriti:

Dr. **Werner Baum**
Dr. **Carlo Golino**
Dr. **James G. Miller**
Dr. **Donald Riddle**
Dr. **Walter Waetjen**

◆

Association of Urban Universities
Membership, Officers, and Staff (con't)

Chairman of the Board and Executive Committee:	Dr. Robert A. Corrigan
Vice-Chairman:	Dr. Peggy Gordon Elliott
Treasurer:	Rev. Edward Glynn
Secretary:	Dr. George Ayers
At-Large Executive Committee Members:	Dr. J. Paschal Twyman Dr. Mike Alexandroff Dr. Piedad Robertson Dr. Donald M. Langenberg (Vacancy)
President	Mr. Jim Harrison
Counsel	Mr. Michael B. Goldstein
Economic and Program Advisor	Dr. Carol Frances

Mr. **Williams**. Thank you, Dr. Corrigan. Dr. Altman.

Dr. **Altman**. Mr. Chairman, distinguished members, I am Steven Altman, president of Texas A & I University and president-designate of the University of Central Florida. I appreciate the opportunity to present my views and those of the American Association of State Colleges and Universities on these legislative proposals before you.

The message I intend to leave with you today is that we support the positive aims and good intentions of all of these bills as ways to stimulate a sense of service to the nation and to the community as an obligation of citizenship.

While this concept is widely accepted in higher education and certainly among AASCU institutions, I would like to personalize it a bit by describing how these proposals might affect my institution and then I would like to share several suggestions with you for how such a model program might work and some suggestions on how we hope the committee might proceed.

AASCU institutions come from a tradition of public service and like other institutions, Texas A & I is an institution that was created to serve the public need. We were founded in 1925 as a teacher's college to serve a large area in South Texas. Over the years, our role expanded several times and today we are a public, comprehensive institution enrolling over 5700 students.

We offer a wide range of degree programs. Our student body is 55 percent Hispanic and five percent Black, figures that exactly match the ethnic and racial profile of the region we serve. We have had good opportunity over the years to produce large numbers of Hispanic engineers, geologists, biologists, teachers and accountants.

South Texas is not only heavily Hispanic, it is also poor. Three of the poorest Metropolitan Statistical Areas in the country are located in our region. Over 70 percent of our students qualify for need-based aid and most who do not receive their full allotment because of restrictions on funds.

Further, a large proportion of our students are "at-risk," meaning that regardless of intellectual ability, they are in jeopardy of dropping out of school and either becoming a cost to society because of the social service needs they are going to require or being less than full contributors at a time when the country needs them most.

Our attrition rate remains high and surveys conducted to find out why regularly come back and tell us that it is a combination of financial problems, family problems and poor academic preparation.

Yet, as a minority institution with strong programs, we are contributing to that pool of minorities who will be leaders for the future and we are doing so without the direct Federal institutional support enjoyed by the historically black colleges, but our role is equally deserving and just as urgent to the national agenda.

Several phenomenon are occurring in the now 80 member institutions of the Hispanic Association of Colleges and Universities which enroll fully one-third of all Hispanic students in college today.

We know and recent research results have confirmed that the longer a student delays going on to college from high school, the less the chance is that the student will ever enroll in college.

Low income students have a completion rate of less than one quarter of that of high income students. For the majority of Hispanic students, they enroll in community colleges. Nearly 60 percent are enrolled in community colleges, yet only five to fifteen percent are actually transferring to four-year institutions.

So, when we can get students to take that first step to go on to college, we are not being fully successful yet in getting them through to the full four-year degree. For our students, it is a matter of money, of preparation, K-12 and a concerted system of reducing perceived obstacles to go into college.

There are a few family support systems to encourage college going and great traditions about avoiding debt, particularly when one has lived in poverty for a long time. At the same time, there is a deeply embedded and strong cultural tradition of helping others, of providing service and the opportunity to engage in a more systematic service program is likely to be warmly embraced.

However, it is from this profile that I want to express concern and opposition to two elements contained in the Nunn-McCurdy legislation. You have heard already from our other distinguished witnesses the concerns they have and I share them, that at the prospect of tying service to financial assistance programs would, indeed, be devastating to my institution and many others around the country.

Our enrollment would be limited to those fortunate few who could pay tuition themselves because our students are so dependent on financial assistance. For those of you concerned about whether financial assistance programs are achieving their needs, I invite you to Kingsville, Texas to see that it is.

Our student's first stop is not the admission's office; it is rather to the financial aid office. This office is where the dream of a college education is matched up reality. Federal financial assistance is the major vehicle for our students to keep their hopes alive and for our students and many others, it is working and without it, the reality of providing true educational opportunity would simply never materialize.

The second element of concern is the negative effect that required service would have on college participation, particularly for minority students. I have noted already the consequence of delay before a student goes to college after high school.

Universities like mine are actively involved in pre-college preparation programs for minorities, especially in acute shortage areas like science, math and engineering. We are working hard to get students interested in college and what it means at early ages and we are staying close to them to promote the transition to higher education by reducing the barriers they face.

National service requirements after high school will dramatically undercut these efforts by interrupting the educational cycle. Texas A & I is asserting its resources to a track to motivate, to enroll students in activities which might improve the success for graduating from high school and attracting students to our college.

It takes all the resourcefulness we can employ in many different ways as one can imagine to improve the under-representation of Hispanic and other minority students in college. There are large numbers of service programs underway now on our campuses across the nation and I believe they are having the desired effect of building better communities.

From these programs, we have learned a number of lessons from our experience about what makes a successful program and I would like to share five criteria with you that we believe would be helpful as you consider this proposed legislation.

The first is that any program of national service should be voluntary rather than mandatory. "Forcing" service undercuts the principle of volunteerism and ultimately creates resentment. Programs should be constructed which create a sense of value, opportunity, and fair play.

Second, any program of national service should provide supplementary benefits to those who participate. We have discussed this already. Third, any program of national service should encourage opportunities for service in a variety of forms for citizens of all income levels.

To the greatest extent possible, volunteer activities should encourage service-learning experiences which relate the educational process to the real world. Programs for disadvantaged pre-college youth should include a strong component of compensatory education to increase their chances of enrollment in, and successful completion of postsecondary education.

Fourth, any program of national service should be implemented carefully and deliberately. Several years of careful planning should be provided before a larger scale of program is established to test the concept on a limited basis and to determine how volunteers can be absorbed most effectively at the state and local levels, and what kind of activities are most appropriate.

You can ask several questions in this regard. What capacity does the country have to absorb national and community service recruits? What skill level of training for recruits would be necessary before they engage in community service and who would train them? What impact will having a second "citizen army" have on the nations' armed forces and their ability to recruit for the existing services?

The more we think about it, the more complicated all these questions get, but imagine the consequences of losing public confidence in and support for national and community service programs because we started our program too quickly, if we were too ambitious, if it cost too much and we had no solid evidence from pilot studies or models to show that it would work.

Finally, any program of national service should seek to build on partnerships with the extensive community service activities already being conducted in the states and localities, educational institutions and public interest organizations. Like most things in life, people respond, learn, and are enthusiastic about activities which are meaningful and which are perceived to be well organized and purposeful.

The bills before the committee are sensitive to these needs and as such will serve to encourage participation. To answer the question about what we think needs to be done, well, there are lots of good ideas on the table already, but they are found in different pieces of legislation.

We would suggest the best way to proceed is to frame an integrated omnibus national and community service bill. Such a bill should be sensitive to the increasingly diverse nature of our population, have a clear sense of the goals to be achieved, should be applied fairly and equally to all citizens and be feasible within budget constraints.

We look forward in the higher education community to supporting these efforts and commend the spirit and intent of these bills regarding national service and certainly stand ready to help wherever we can. Thank you, Mr. Chairman.

[The prepared statement of Dr. Steven Altman follows:]

Testimony

Prepared for Joint Hearing on National Service Legislation

Committee on Education and Labor

U. S. House of Representatives

Dr. Steven Altman

President

Texas A & I University

April 19, 1989

on behalf of the

American Association of State Colleges and Universities

Mr. Chairman and Distinguished Members:

I am Steven Altman, President of Texas A & I University. I appreciate the opportunity to present my views and those of the American Association of State Colleges and Universities on several legislative proposals for national and community service.

The message I intend to leave you with today is that we support the positive aims and good intentions of all these bills, to stimulate a sense of service to the nation and the community as an obligation of citizenship. This concept has been a basic tenet of American higher education throughout its history. As educators, we all seek ways to create and advance development — in people, in organizations and institutions, in communities, and in the nation -- and so a program of national service can provide an excellent means to achieve these goals. We, are proud of our role in establishing, early in the 19th century, teachers colleges to meet what was then described as an emerging need created by a burgeoning public school system committed to equal educational opportunity. Recognizing local and state public needs and acting responsibly to provide educational opportunity with assistance from federal and state sources is characteristic of the 374 AASCU state colleges and universities representating over two and one-half million students enrolled in higher education today.

Texas A & I is a good example of the type of institution created to service the public need. We were founded in 1925 as a teachers college to serve the needs of a large area of South Texas. Over the years our role expanded several times, and today we are a public, comprehensive institution enrolling over 5700 students. We offer a wide range of undergraduate and graduate degree programs. Our student body is 55%

Hispanic and 5% Black, figures that exactly match the ethnic/racial profile of the region we serve. For many years we have been among the country's top providers of Hispanic engineers, geologists, biologists, chemists, teachers and accountants.

However, South Texas is not only heavily Hispanic, but it is also poor -- three of the poorest Metropolitan Statistical Areas (MSA's) in the country are located there. Over 70% of our students qualify for need-based aid, and most who qualify do not receive their full allotment because of restrictions on funds. A large portion of our students are "at-risk," meaning that regardless of intellectual ability, they are in jeopardy of not completing their education and either becoming a cost to society because of their social service needs, or being less than full contributors when the country needs them most. Our attrition rate is high; surveys conducted to determine why regularly indicate that financial problems, family problems, and poor academic preparation are the most frequent reasons for drop-outs. Yet, as a minority institution with strong programs we are contributing to the pool of minorities who will be leaders for the future. And we are doing so without the direct federal institutional support enjoyed by the historically black colleges, but our role is equally deserving and just as urgent to the national agenda.

The reason for the urgency is that the Hispanic population is the fastest growing minority group in the country and will continue to be in the foreseeable future. Hispanics are at the same time severely underrepresented in virtually all fields requiring a college degree, and therefore are unable to compete, or more importantly, contribute to the coming labor shortage. The demographic shift now evident in the country creates a situation wherein we must find ways to help these people advance as a matter of national security. The country's ability to compete in world markets can only be fulfilled with an educated workforce. Today, Hispanics do not have the same opportunities to be part of the solution we need. There is a population boom evident among the very young, and we can predict with a high degree of accuracy that the very large numbers of young boys and girls living in the Southwest will grow up! The question is whether we can prepare now for them to take their needed place in the American workforce. With continued high drop-out rates, high incidence of poverty and illness, and several obstacles to educational achievement, they certainly cannot. Given the projections that the U.S. will run out of white males to fill all the jobs we will need by 2005, we believe that Texas A & I, and many others, can do much to help, and we must continue to do so.

It is against this backdrop of the role of AASCU institutions, and some of the compelling national needs that we wish to evaluate and comment upon the issues posed by the Chairman. The several bills which have been introduced contain elements deserving of policy consideration. Framing an integrated omnibus national and community service piece of legislation is what we believe must be done. It must be sensitive to the increasingly diverse nature of our population, have a clear sense to the goals of be achieved, apply fairly and equally to all citizens, and be feasible within budget constraints. Some of the provisions proposed contain troubling elements, and these will be described in a moment. But, in general, the concept of national service can do much to benefit the nation, and support those of us in higher education to build a more educated population.

The following is an examination of the issues which we were requested to address.

1) Tying service to student financial assistance programs.

The student financial assistance system, which has been developed with bipartisan support over three decades, is designed to achieve the vital national purpose of assuring postsecondary opportunities to all students who have the ability, but lack the financial resources, to attend the institutions best suited to their needs.

One of the goals of these programs is to stimulate awareness very early in life that higher education is accessible to all able students, even if their families cannot provide the financial resources. Another goal is to enable those who desire short-term vocational programs and credentials other than a bachelor's degree to obtain the skills necessary to support themselves and their families. Millions of students, but most specifically the students at Texas A & I and their families, depend on the federal government to continue its commitment to these programs.

Under most of the legislative proposals, national service would complement the goals of the current student aid programs: volunteers who commit themselves to a term of service would earn benefits that could be used to help meet college costs. The Nunn-McCurdy bill, however, would phase out eligibility for current programs and make national service the sole criterion for assistance to most students. Not only does this single provision cause us to oppose the Nunn-McCurdy bill, it detracts from many of the more plausible aspects of the bill which deserve discussion. Implementing the phase-out of grant and loan financial assistance would revoke the national commitment to postsecondary opportunities established three decades ago, when President Eisenhower proposed legislation which became the National Defense Education Act of 1958. As he said at the time: "The security of the Nation requires the fullest development of the mental resources and technical skills of its young men and women.....We must increase our efforts to identify and educate more of the talent of our Nation. This requires programs that will give assurance that no student of ability will be denied an opportunity for higher education because of financial need."

The Nunn-McCurdy provisions would be disastrous for Texas A & I! It would limit enrollment to those few fortunate enough to pay tuition themselves. The forces operating among peers, families, and tradition would move the prospect of college off center stage for many or our students, and we would virtually have to start all over again to build the attitudes needed to prepare these people to attend college.

For those of you who are concerned about whether financial assistance programs are achieving their goals, I invite you to Kingsville to see that it is. Our students' first stop is not the Admissions Office, but rather the Financial Aid Office. This office is where the dream of higher education is matched up to reality. Federal financial assistance is the major vehicle for our students to keep their hopes alive, and for our students, and many others, it is working. Without it, the reality of providing true educational opportunity would simply never materialize.

Requiring national service as a precondition for federal student assistance would severely restrict postsecondary opportunities. The Nunn-McCurdy bill is designed to offer 700,000 volunteer positions a year; current federal programs assist some six million recipients, including over two million new students each year. If the program were to be conducted on a scale sufficient to accommodate all current recipients of student aid, it would cost in the range of $30 to $50 billion annually. Even if it was implemented on a smaller scale, my supposition is that most of my students would be cut out of the system because yet another barrier to getting into college would be present. Students today are looking for greater flexibility and more access not more barriers to college. We cannot afford that to let that happen.

2) How high school and college students can be encouraged to participate in youth service programs.

There is ample evidence to suggest that the concept of national and community service is warmly supported and encouraged by American higher education.

Since 1985, when the Campus Compact was organized as a project of the Education Commission of the States, some 150 institutions in 38 states have joined this coalition to advance community service by sponsoring projects to combat adult illiteracy and tutor academically at-risk elementary and secondary students. Campus Compact recently established state compacts in California, Michigan, and Pennsylvania; others are being organized.

Another network, the Campus Outreach Opportunity League, launched by students in 1984, now numbers 450 colleges and 200 national and local nonprofit organizations. The League sponsors joint workshops, technical assistance, and an extensive variety of community service projects to make such opportunities more readily available to students.

The Partnership for Service-Learning, established in 1982, now numbers 40 colleges and universities whose programs unite academic study and community service, so that the service makes the study immediate and relevant, and the study relates to and supports the service.

Some colleges have established a community service requirement for graduation. In addition to the growing number of service opportunities in college, some private agencies provide Peace Corps-type experience after graduation. For example, some 354 volunteers from 115 public and private colleges are currently serving one-year terms in the Jesuit Volunteer Corps, performing social service work in 58 cities throughout the nation.

At Texas A & I, our students are encouraged and regularly participate in service activities through a variety of interest clubs, fraternal organizations and as a component of our social sciences curriculum.

We have learned a number of lessons from the experiences of institutions about how to encourage participation. Expanding this concept, we ask you to consider the following suggestions:

a) Any program of national service should be voluntary rather than mandatory. "Forcing" service undercuts the principle of volunteerism and ulimately creates resesentment. Programs should be constructed which create a sense of value, opportunity, and fair play.

Successful programs rely on plausible incentives (ie., loan forgiveness, college credit) for participation.

b) Any program of national service should provide supplementary benefits to those who participate. As noted earlier, we oppose a system which would make service a precondition for federal financial aid.

c) Any program of national service should encourage opportunities for service in a variety of forms, for citizens of all income levels.

The bills before the Committee offer a variety of models for addressing this criterion. The Nunn-McCurdy bill specifically includes retired citizens; the Mikulski-Bonior bill and the Kennedy bill in the Senate provide service incentives to citizens of all ages.

To the greatest extent possible, volunteer activities should encourage service-learning experiences which relate the educational process to the real world. Most of the current bills do not place specific emphasis on activities which encourage such a relationship between learning and working in a field relevant to the individual's future career (although the Kennedy bill requires all projects to include age-appropriate learning components for all participants).

Programs for disadvantaged pre-college youth should include a strong component of compensatory education to increase their chances of enrollment in, and successful completion of, postsecondary education. The Dodd-Panetta bill does this by requiring that 10 percent of project funds be earmarked for remedial educational programs while in service.

Academically at-risk students, and all who wish to pursue their education directly, should have options to perform their service after college and throughout their lifetime. Service during college, on weekends and vacation periods, should also be an option, and would appeal particularly to older and part-time students who make up a growing share of college enrollments. The Mikulski-Bonior bill provides such options in the form of service that could be performed two weekends a month and two weeks a year, or on a part-time basis. The Bumpers bill in the Senate offers another incentive for service after college by extending current provisions for loan forgiveness and repayment deferral for service.

d) Any program of national service should be implemented carefully and deliberately.

Several years of careful planning should be provided before a larger-scale program is established, to test the concept on a limited basis and determine how volunteers can be absorbed most effectively at the state and local levels, and what kind of activities are most appropriate.

The most telling example of the need for planning comes in attempting to address the answers to questions like:

1. What capacity does the nation, state, community possess to absorb national and community service recruits?
2. What skill level of training for recruits would be necessary before they engage in community service and who would train them?
3. What impact would having a second "citizen army" have on the

nations' armed forces and their ability to recruit for the existing services?

Successful legislation will have to be well integrated to consider pre-college, college, post-college, senior citizens, and even yuppies. The more we think about it, the more complicated it gets. Imagine the consequences of losing public confidence in and support for national and community service because we started our program too quickly, were too ambitious, it cost far too much, and we had no solid evidence from pilots studies or models to show that it would work!

It is fair to ask what we could support as the next step in developing legislation for national and community service. The American Association of State Colleges and Universities and its Council of State Representatives (its elected policy making body) have taken positions on this question. We have stated a position which does support the development of a pilot program meeting these conditions heretofore stated and that the program be undertaken in a group of states representative of the nation. The pilot program should have specific and clear guidelines for implementation to assure equal and fair treatment in each state and should have a carefully designed evaluation component. The pilot program should not require state matching funds since some states that would likely be representative may not be able to afford the match. Finally, the pilot program should supplement rather than supplant federal financial aid programs.

In supporting a pilot program, we nonetheless call attention to the fact that this kind of a program does not address large segments of alienated and disenfranchised youth in our population who do not complete high school and hence would be ineligible to participate in a college-bound type of national service program.

The Pell-Garcia bill is a model for this criterion, offering a limited pilot program to establish a five-year test before considering further legislation. The Dodd-Panetta bill also provides a useful study by a national commission to evaluate the results of the program and make recommendations for changes.

e) Any program of national service should seek to build partnerships with the extensive community service activities already being conducted in the states and localities, educational institutions and public interest organizations.

The above approach will avoid excessive federal regulations and minimize the need for a new bureaucracy. Eligibility determination and oversight of community service programs would be conducted by a quasi-governmental entity with representation from the states and local governments, public and independent colleges, and the private sector.

Like most things in life, people respond, learn and are enthusiastic about activities which are meaningful and which are perceived to be well organized and purposeful. The bills before the committee are sensitive to these needs, and as such, will serve to encourage participation.

3) *How participation in such programs after high school may affect college attendance and persistance.*

Second only to the chilling prospect of supplanting financial assistance programs discussed earlier, this issue raises substantial trepidation for us in the academic community. It is of special concern for those of us serving large minority populations.

Recent research findings (from the National Center for Education Statistics) on college students show that the longer a student delays going to college after high school, the less the chance is that the student will ever enroll in college. Fully three-quarters of 1980 high school graduates who entered a four-year institution immediately and persisted full-time had earned a baccalaureate by 1986; only 21 percent of those who delayed entry had completed the degree by then. For low-income students (who tend to have poorer academic preparation), the completion rate was 8 percent; for high-income students, the rate was 34 percent.

Thus, requiring service before college would be especially damaging to low-income and minority students, who disproportionately come from disadvantaged backgrounds and who will constitute one-third of all school-age children by the year 2000. Creating such obstacles to successful postsecondary education for so many of our youth would also have serious consequences for the national economy: surveys indicate that the vast majority of new jobs created in the next two decades will require some kind of postsecondary education.

The matter is even more severe for Hispanic students. The pipeline is already very leaky. Not only do we face the prospect that 25 percent of high school students (and 45 percent of Hispanics) will not graduate, data from the Hispanic Association of Colleges and Universities (HACU) indicates that only 70 of every 1000 Hispanic students who enter the U.S. education system, on the average, will graduate from college.

Universities like mine are actively involved in pre-college preparation programs for minorities, especially in acute shortage areas like science, math and engineering. We are working hard to get students interested in college and what it means at early ages. And we are staying close to them to promote the transition to higher education by reducing the barriers they face. National service requirements after high school will dramatically undercut these efforts by interrupting the educational cycle.

The problem is serious enough already. For example, transfer rates from community college to four-year schools range from 5 percent to 15 percent for Hispanic students, yet 55 percent of all Hispanic students are enrolled in community colleges. The point is that even for those we can encourage to take the next step to a community college, we are still having a difficult time getting adequate persistence. Another interruption will reduce the participation rates even more.

Unforunately, we daily confront the situation in families that do not share the act of faith that higher education is important for personal and career success. Poverty places a high premium on immediate economic returns, and when one comes from a tradition of doing without, the prospect of further sacrifice is repugnant.

Texas A & I is exerting its resources to attract, motivate and enroll students in activities which might improve the success for graduating students from high school and attracting students to our college. It takes all the resourcefulness we can employ and as many different ways as one can imagine to improve underrepresentation of Hispanic and other minority students in college.

Our research, as well as HACU's suggests that minority student role models are not the visible public officials, athletes, musicians, or even teachers or clergy. For this reason, and not unlike other colleges and universities, we are making great efforts to serve our own communities and families in them, and to direct our service activities there. Hence, volunteer programs in literacy, drug education, and the creation of positive values toward education occupy much of our time. To take students out of these situations and to interrupt the flow to college will have a negative effect on the investment we are making. New barriers and delay are tantamount to cancelling the dream for our prospective students.

4) Existing service programs that might serve as models for a

National Youth Service Policy.

Several programs were mentioned earlier which provide elements for a national policy. In addition, programs of loan forgiveness for teachers and physicians who satisfy specific conditions have been effective in achieving certain policy goals. Programs which provide incentives and flexibility for the diverse nature of our population will be most successful.

We commend the spirit and intent of the various congressional bills regarding national service, recognizing thereby the value service has to the nation by its citizens, the maturing effect it can have on its youth, the lessening of dependency on loans by college students, and the potential for ingraining the concept of volunteerism as a meaningful aspect of one's life. We support these efforts and stand ready to help.

Mr. WILLIAMS. Thank you, Dr. Altman. Dr. Todd.

Dr. TODD. Mr. Chairman, thank you for this opportunity to appear before the committee and testify on behalf on the concept of Federal support for voluntary youth community service and in particular H.R. 948 as proposed by the Honorable Constance Morella.

Accepting the challenge of Father Theodore Hesburgh, President Emeritus of Notre Dame, to develop an ROTC-like program to prepare students for Peace Corps service, the trustees of Norwich University in the spring of 1986 authorized the development of a Peace Corps Preparatory Program.

This program builds on the founding tradition of Norwich University which has been to train citizen soldiers for the military forces. When Senator Justin Morrill of Vermont introduced the Land Grant Act of 1862, one provision provided for the training of future military leaders in the state colleges and universities through a reserve office like training program.

He changed the nature of higher education in the United States and today, again, we are looking at legislation that may well change higher education significantly. H.R. 948, the Morella Bill, presents an opportunity to both encourage and support students as they prepare for voluntary service in the Peace Corps.

Today, the United States not only needs citizens who are prepared to serve as officers in the armed forces, but also those who are trained, willing, and yes, enthusiastic about serving in developing countries of this world as we move into the 21st Century as America strives to meet its global commitments and responsibilities.

In the past two years, Norwich has developed and begun to implement a Peace Corps Preparatory Program. The students who elect to join the program may substitute Peace Corps activities in lieu of ROTC. The program consists of an outdoor leadership component designed to build confidence and teamwork and self-esteem.

The student takes one three-credit course during each semester of their junior and senior year. These courses addresses issues pertaining to the Third World and concepts of community change. In addition, each semester the student is required to serve as a volunteer in a variety of placements which progressively place responsibility on the student to assume a leadership role.

These two components are compatible with the ROTC and military science program; they are very similar. In the summer between the junior and senior year, the Peace Corps student will take part in an internship in either a developing country or a culture that is substantially different from his own.

This linking of academic learning and practical volunteer experience has been carefully designed to prepare students to be effective and to successfully be Peace Corps volunteers. In order to establish the program, the university has hired additional faculty to teach courses, acquired a staff to work with students to assure appropriate community service placement and it has instituted a special scholarship program.

Each Peace Corps student is offered a low-interest loan from the university which is totally forgiven upon completion of two years of service in the Peace Corps. Now, this is a substantial contribution by the university making it clear that our commitment is not only to the program, but to the concept of volunteer and national service.

This model program has been developed and put into place. It has become clear that it is not only the students who benefit, but the entire university and the local community as well. What has Norwich learned as a result of the development of this program?

First, that the curriculum must be carefully crafted to present a reasonable sequence, the issues of concerning developing nations. Many students have little knowledge of the world beyond their own environment and are eager to learn not only the pertinent facts of geography, history and cultural, but the larger human values that arise when ethical matters are discussed in the broader context.

Second, we have learned that the program must devote time, energy, and resources in explaining not only our program, but the ideas of the Peace Corps itself. Additionally, the introduction of a community service really brings in practical examination of what is happening within the community.

Third, I believe that the $5000 loan/grant of the financial aid program that we have initiated will attract only a limited number of students, that the kind of support proposed in H.R. 948 could make a substantial difference in the willingness of American students to pursue Peace Corps service.

I have been asked to comment upon the effects of this legislation might have on military service. I now speak for myself. For thirty-two years, I served in the United States Army. In 1971, I was the chief of the Modern Volunteer Army Division at Department of the Army responsible for bringing forth the program we have today of voluntary service.

I currently serve on the Secretary of the Army's ROTC Advisory Panel. In my opinion, the Morella Plan when fully implemented would have no significant impact on either officer training or programs and enlistments. The goal of the Peace Corps is to field 10,000 volunteers by 1992 and that equates in numbers to less than one percent of the manpower strength of the Army.

This is an insignificant number. However, should there be total national service, it is an entirely different issue. Realistically, however, everyone cannot serve, no matter how desirable that may be and, thus, the current loan and grant programs that make up Federal financial assistance should not be eliminated.

It is my opinion that H.R. 948, the Morella Bill, will provide the necessary experience in the area of exchanging of financial assistance for service to the nation in a field other than where it has already has been proven, i.e., military service.

I personally believe that every young person in this country should be encouraged to serve of his own free will on behalf of the public good. To quote Samuel Halperin of the William T. Grant Foundation, "Youth service should be part of the dues we pay as citizens and heirs of our democratic society."

I thank you for this opportunity to testify.

[The prepared statement of Dr. W. Russell Todd follows:]

To: Education and Labor Committee of the U.S. House of Representatives

From: President W. Russell Todd
Norwich University, Northfield, VT

Date: April 19, 1989

Mr. Chairman, Thank you for this opportunity to appear before the Education and Labor Committee and testify on behalf of the concept of federal support for voluntary youth community service, particularly H.R. 948 as proposed by the Honorable Constance Morella. I would like to thank Congessman Peter Smith of Vermont by whose invitation Norwich University is represented today.

Accepting the challenge of Father Theodore M. Hesburgh, President Emeritus of Notre Dame, to develop an ROTC-like program to prepare students for Peace Corps service, the Trustees of Norwich University in their spring meeting in 1986, authorized the development of the Peace Corps Preparatory Program.

This program, called PCPP for convenience sake, builds on the founding tradition of Norwich University which has been to train citizen soldiers for the military forces. When Senator Justin Morrill of Vermont introduced the Land Grant Act of 1862, providing for the training of military leaders in state colleges and universities through the Reserve Officers Training Corps, he changed the nature of education in the United States. Again today we are looking at legislation that may well change higher education significantly. H.R. 948, the Morella bill, presents an opportunity to both encourage and support students as they prepare for voluntary service in the Peace Corps. Today, the United States not only needs citizens who are prepared to serve, if needed, as officers in the Armed Forces, but also those who are trained, willing and yes, enthusiastic about serving in developing countries as this world moves into the 21st century and strives to meet its global commitment and responsibilites.

In the past two years Norwich has developed and begun to implement its Peace Corps Preparatory Program. Students who elect to join the program and are selected, may substitute PCPP courses and activities in lieu of ROTC or as an elective as appropriate. The program consists of an outdoor leadership component designed to build confidence, team work and self esteem. The student takes one three credit course during each semester of their junior and senior year. These courses address issues pertaining to the Third World and to concepts of community change. In addition, each semester the student is required to serve as a volunteer in a variety of placements which progressively place responsibility on the student to assume a leadership role.

These two components are comparable to ROTC's military science course and military laboratory requirements. In the summer between the Junior and Senior year, the PCPP students take part in an internship in either a developing country or in a culture substantially different from his own. This linking of academic learning and practical volunteer experience has been carefully designed to prepare students to be effective and successful Peace Corps volunteers.

In order to establish this program the university has hired additional faculty to teach the courses, acquired staff who work with students to insure appropriate community service placements and instituted a special scholarship program. Each PCPP student is offered a low interest $5000 loan which is totally forgiven upon the completion of two years service in the Peace Corps. This substantial university contribution to the program is clear evidence of the commitment Norwich has not only to its program but to the concept of voluntary national service.

It is appropriate to note that Norwich has been encouraged in its endeavors by the support it is receiving from the Fund for the Improvement For Postsecondary Education.

As this model program has been developed and put into place it has become clear that not only PCPP students, but the entire university and the local community have benefited as well. To quote a Junior student as she refers to her experience as a volunteer aide in a local nursing home, ". . . I have learned a lot of things about myself. I have learned of my misconceptions about the elderly. . . They are living human beings. . . They are valuable people. . . They are real. . . We can laugh, play, talk, cry, hug, hold hands and just hang out." Two Seniors organized and implemented an IRS volunteer income tax assistance (VITA) program at the local village library. This VITA project has served low income and elderly citizens from the entire area. Residents of our local community, returned Peace Corps volunteers, prospective Peace Corps volunteers and just interested folks have supported informational meetings and an intriguing inter-cultural theatrical event. In short, the PCPP has encouraged awareness of the plight of others, our local community and concern for global issues as well.

What has Norwich learned as a result of the development of the PCPP? First, the curriculum must be carefully crafted to present in a reasonable sequence, the issues of concern regarding developing nations. Many students have little knowledge of the world beyond their own environment. They are eager to learn not only the pertinent facts of geography, history, and cultural matters, but the larger human value issues that arise when ethical matters are discussed in the larger context.

Second, we have learned that the PCPP must devote time, energy and resources, not only in explaining our special program to students but also in promoting the idea of Peace Corps service. In my opinion, the Peace Corps must work toward increased visibility. Additionally, the introduction of community service issues and actual practice in the primary and secondary schools across the country will be vital to promoting a generation of service minded young people.

Third, I believe that the $5000 loan/grant student financial aid program will attract only a limited number of students. The kind of support proposed by H.R. 948 could make a substantial difference in the willingness of students to pursue Peace Corps Service.

I have been asked to comment of the effect this legislation might have on military service. I now speak only for myself. For 32 years, I served in the United States Army; in 1971 I was the Chief of the Modern Volunteer Army Division of the Office of the Assistant Chief of Staff for Personnel, Department of Army. Currently I serve on the Secretary of the Army's ROTC Advisory Panel. In my opinion the Morella plan, when fully implemented would have no significant impact on either officer training programs or on enlistments.

The goal of the Peace Corps to field 10,000 volunteers by 1992 equates in numbers to less than 1% of the manpower strength of the Army. This is an insignificant number when one considers what might occur if all college age citizens were to perform service in one way or another. Additionally, Peace Corps preparation and service, in my opinion, will attract only those students who would not be inclined to serve in the military forces.

Tieing student assistance to service is a proven concept originating with the GI Bill of 1945. It is clear that this idea continues to encourage youth to serve. Realistically everyone cannot serve no matter how desirable that may be. Thus, current loan and grant programs that make up federal financial assistance programs should not be eliminated.

It is my opinion that H.R. 948, the Morella bill, will provide experience in the area of exchange of financial assistance for service to the nation in a field other than where it has been proven, i.e., military service.

I personally believe that the every young person in this country should be encouraged to serve of his own free will on behalf of the public good. To quote Samuel Halperin of the William T. Grant Foundation, "Youth service should be part of the dues we pay as citizens and heirs of a democratic society."

Thank you for this opportunity to testify.

Mr. **Williams**. Thank you, Dr. Todd. Dr. Todd, let me ask you first. You suggested that the Morella Bill when it comes to fruition would have a minimal effect on entry into the military service. Have you looked at the other pieces of legislation and particularly the National Service Bill from Mr. McCurdy and Mr. Nunn and if you have reviewed particularly that piece of legislation, do you have a personal opinion about the effect it would have on entry into the military service?

Dr. **Todd**. Yes, sir, I do. I think when we are talking in those kinds of numbers and the declining number of 18 years old in our population, there is no question that it would be competing for the same resources and it would affect the numbers of people entering the military service unless there was some differentiation in what was provided for the more difficult service.

Mr. **Williams**. Effected negatively?

Mr. **Todd**. Yes, sir. Now, there is a difference in who you will attract into these programs and who would be volunteering in as an enlisted man in one of the military services.

Mr. **Williams**. Thank you. The others of you who testified about the McCurdy-Nunn legislation expressed some concern with putting service requirements prior to benefits. Let me ask if you have, in visiting with students or staff, or faculty, administrators, or parents, have you had a sampling that would demonstrate support for the McCurdy-Nunn approach among the people on your campus or their parents?

Have any of you—Dr. Bloustein?

Dr. **Bloustein**. No. The fact is that there is very open opposition and skepticism about that bill. The only response has been a very negative response.

Mr. **Williams**. Dr. Altman?

Dr. **Altman**. The same response on our campus, Mr. Chairman. It has been very negative of the prospect of another obstacle for people who feel that they are facing so many already, is very negative.

Dr. **Cole**. The same.

Dr. **Bloustein**. I am not sure you need any more argumentation on this issue, but among other things that people find anomalous about that bill is that we subsidize all our students, at least in my university, some 75 percent of the cost of their education.

They should all be subject to the same obligation. Why choose one body of students who are taking slightly more aid, not all that much more and impose a special burden on them. The fact is if service to community is of value, it is value to everyone and if there is an obligation to serve that comes from receiving benefits, those benefits are benefits received by everyone in higher education.

Mr. **Williams**. Mr. Smith?

Mr. **Smith**. Thank you, Mr. Chairman. I have a question about the so-called Morella Bill for presidents Cole, Bloustein and Altman. One of the fundamental questions, I think, is whether or not the university involved as Dr. Corrigan they did at Norwich accords the queen of the realm.

Now, we spent a lot of time talking about one kind of coin, very important is money, but then there is a question of academic credit in the program. Do you envision it as a positive or an essential or an impossible eventuality to award undergraduate credit for community service in your institutions as a component, or the Morella Bill, or some other adoration?

Dr. Cole. It is very sensitive, the question of academic credit and we remind ourselves that that decision rests with the faculty and any president whom wishes to remain a president, better remember it, but I think we could each say that in our colleges and universities, there is a formula.

It is as simple as this. The things that we care about deeply, the things that we insist are at the very core of a solid liberal arts education, we give credit for. Now, we call the others electives which is not to say that they are irrelevant and that we do not care for them.

I think it is possible to build the notion of very strong educational improvement with community service, both with and without the awarding of credit.

Mr. Bloustein. I would go further, not disputing at all what President Cole has said about this being ultimately the decision of a faculty. That is certainly true, but I am urging our faculty not only to give credit, but to make it a requirement of graduation.

I think if we are really serious about it, the symbolism of that itself would be very important, but moreover, it would attract to that program students who are already burdened with excessive requirements of one kind or another, I think we could give up some of the requirements we currently have.

I feel this is as basic as literacy in many of its forms and I am urging it in straight educational terms. I am not teaching volunteerism in this program. I am teaching what it is to live as an educated person in a community and that is as basic to education as anything I know.

Mr. Altman. College credit, most often, represents an evaluation that learning has occurred and there are ways to evaluate whether learning has occurred as that can happen in the classroom or outside the classroom.

We have mechanisms already where we will provide credit for demonstrative learning and certainly there is not a substantial amount of difference here. My view would be that if a program, indeed, was such that provided an educational basis, that we could evaluate that and make those judgments.

Mr. Smith. Thank you. I would add one thing. We may be talking as the chairman reminded me about why I left higher education. As a politician, we used to have these arguments even before I went to Norwich.

I think you will find that if and when the institution says it is important and so important and so essential, that sends a message to students and you will see retention go up, you will see all sorts of ancillary data improve because, in fact, you dignified the experience, the life experience of the students, so I think it is an essential component.

One final quick question for President Corrigan, have you thought in the question of transferability of vouchers in the innergenerational notion of adding other than housing and education long-term care or long-term insurance? In other words, transferring upwards so that as a child cares for a parent, they might just speak to the need or as an older person works, they speak to their own need?

Dr. CORRIGAN. Absolutely, Mr. Smith. We have certainly given attention to that and it is an exciting concept. What I wanted to call attention to in my testimony is a notion that for many of us, our college students are no longer the 18 to 22 year old cohort. We have hundreds of students at San Francisco State who over the age of 60, as we did at the University of Massachusetts at Boston where I was chancellor before coming, so we wanted to urge that, but certainly to move into other areas as you suggest would be quite appropriate.

Mr. SMITH. Thank you very much.

Mr. WILLIAMS. Mr. Hayes.

Mr. HAYES. Thank you, Mr. Chairman. You raised one basic question which you know I have been concerned about and that is the impact and the effect of the proposed Nunn-McCurdy Bill on economically disadvantaged families of students.

I was glad to hear and am I correct in assuming the consensus opinion among the panelists is that we are opposed to that piece of legislation. My direct question is, I noticed you, Dr. Cole, were quite clear in saying that it would have negative impact on low-income students. Is that shared by the rest of the members of the panel?

Dr. BLOUSTEIN. I certainly agree with Dr. Cole, yes.

Mr. ALTMAN. I do too.

Dr. CORRIGAN. Yes, indeed.

Mr. HAYES. All right. I just wanted to get cleared that I am going in the right direction. Dr. Cole, one statistic that you pointed out was very surprising to me. I am confessing my ignorance, that there are more college aged black males now in prison than enrolled in our colleges. That is correct, right?

Dr. COLE. It is both correct and terribly frightening.

Mr. HAYES. I am telling you this is something you if you need know more of the stimulus to go out and do what we can to improve and reform our system. This is a great waste to this nation of ours and I certainly—I am going to use that in many of my speeches that I make in different sections of this country in support of some of the legislation we have discussed in here. Thank you very much, Mr. Chairman.

Mr. WILLIAMS. Mr. Petri.

Mr. PETRI. Thank you very much. I apologize for arriving a bit late. I think Dr. Bloustein and I had the opportunity to meet and discuss this subject a bit in New Jersey and I know you have been very interested in trying to have some sort of a community service feature as part of the college education and many colleges and universities do try to encourage students to do that on a voluntary basis through organizations such as Phil Brooks hold at Harvard or other similar institutions at different schools.

To require it in a sense undermines the volunteerism and the fact that someone has given of themselves, it is being extracted from them and before we think about coming forward with some sort of a Federal requirement that would apply to all schools regardless of their circumstances and regardless of the student's circumstances, nationwide is sort of out of the box. Can you tell me any college that currently certainly would have the right to do requires community service of its students before giving them a diploma or do you think before we proceed down this path as a Congress, using the force or law, we might see how it works on an experimental basis.

You know, our country, they say the states are of laboratory and democracy, well, the universities can be a laboratory too and if you are doing it and it really has worked wonders, you may not need Federal legislation. They will all do it because it is such a good idea and if they don't, there may be a reason they are not doing it, that we ought to think about invoking the power of law through the Federal Government in an area such as this. I would just like you to respond to that.

Mr. BLOUSTEIN. Well, first, let me say that what I believe we as teaching institutions do is not teach volunteerism, but teach what comes out of community service by way of knowledge of that community. If volunteerism is a secondary product, I am pleased as can be that we are also viewing our students with volunteerism.

I do not think it is our role as universities to be moral teachers. I do think it is our role, however, to put before students the nature of the reality, the real world in which they live and that is as important to their education as teaching them English.

We require that regularly. I should say, on the other hand, that there are some institutions, there are very small ones who do have community services a regular required part of their program. They are very small ones and I don't know even the name offhand, but thirdly, let me say that our own program envisages a required seminar or lecturer program in community service in which community service itself would be a voluntary practicum so that a student would have the alternative.

Everyone would take a course in the community service area in relationship to their own profession, but there would be a practicum or a variety of practicums among which would be actual community service so that we as this is being thought of in the context of our university have the feeling that we can provide students with different kinds of practicums, some of which would be voluntary service.

Finally, I would say, I would hope whatever bill comes out of Congress, that it would allow each university to make that choice for themselves, and not mandate a single pattern across the country. One of the great virtues of basing the system in existing higher educational institutions is you use the infrastructure and the organizational and regulatory capacity of that institution and not substitute a Federal set of regulations for what the institutions itself is going to do.

Mr. PETRI. I saw several stirring on the panel. I don't know if someone else wanted to respond to that.

Dr. COLE. I simply wanted to say that there is an organization of colleges and university presidents who are concerned about the issue of national service. We are bound together under the title of "campus compact" and among the 150 institutions that are in some way associated with "campus compact," there are those which, indeed, do require community service, and of course, in our high schools.

I live in a city of Atlanta, Georgia, where one does not graduate from high school without a certain number of hours of community service.

Mr. **Petri.** Thank you. I see the yellow light on, so I guess I am suppose to stop, but I hope there will be another round, so I have another question I would like to ask.

Mr. **Williams.** Yes, we have a second round of questioning if the gentleman wishes. Mr. Owens?

Mr. **Owens.** I think Ms. Unsoeld was here before me. I wish the panelist would comment on the fact that the Mikulski Bill pays people $6.50 an hour to work part-time on the weekends with nonprofit organizations. The Pell Bill pays people about $5.00 an hour to do community service and the Panetta Bill will pay at least minimum wage.

None of them, however, limit the payments to low-income persons. Would you care to comment on like the impact that is to have on helping with the problem of low-income students earning money that might help them to go to college?

Dr. **Corrigan.** Well, I think, sir, that is one of the reasons that those of us in urban institutions and historically black institutions have problems with aspects of the bills. Our students are already working large amounts of time. At both U Massachusetts, Boston where I was chancellor and at San Francisco State, I think 80 percent of our students are gainfully employed or many, many of them, a large percentage are fully employed while they are going to college so that we are, again, our medium age of an institution such as an urban institution may be 24 medium age, 27 average age.

It is these people that are working, so there is a concern that that kind of extra burden being imposed upon a population that is already working to support itself through school.

Mr. **Owens.** I think many of your students are employed in programs that are means tested, targeted for low-income students——

Mr. **Corrigan.** I think you get all kinds of employment, but at a place such as mine, students, for the most part, have gotten employment on their own. This is not coming through the university.

Mr. **Owens.** If you eliminated the government, the means tested program, or the targeted programs for low-income students and these programs are available for all students, would that have an impact on the number of low-income students who would——

Mr. **Bloustein.** One of the advantages of the program that we are thinking about, namely a required program, is that it would not add to the burden of poor students who are already at work. I, like President Corrigan, have a large, large proportion of my student body that is already at work.

That would not take advantage of these opportunities, especially at those small sums because they are already over-burdened. We think they are working too much as is to complete an undergraduate education. The virtue, to go back to the question I was asked previously, one of the virtues of making it required for all students, is that the burden is then fairly born and it is a substitute for another course in the curriculum, so that there is not another either period of time or another burden added to an already over-burdened poor person attending the college.

Mr. **Owens**. On the Nunn-McCurdy Bill, there is sort of uniform agreement that we don't want to go that way, you will find a lot of sympathy here with this committee also, but Nunn-McCurdy has quite a bit of momentum in the country right now.

They seem to have identified some constituency or they think they have a constituency of the people of America who think that a patriotic American means you ought to be willing to work for the society and most of all, nobody should be given anything for nothing. You should not have Pell Grants and various kinds of grants being given to students who have not worked for them.

We should only give S & Ls and people, the banking industry, things for free. They feel they have a constituency. He is a possible candidate for president in the future, so we are going to have to contend with that maybe. What would be——

Dr. **Bloustein**. Mr. Owens, one answer to that is that all our students in our university, every student is subsidized to 75 percent. Those students on financial aid are just getting a slight bit more than most every student in that university.

Mr. **Owens**. In counteracting some of the momentum that the Nunn/McCurdy seems to be building up among people who do feel that we're giving too much to certain people, what is your comment on the alternative that a student would have. Let's suppose there are no more Pell Grants and student assistance programs and you force the low-income student into a program for two years.

They come out with two vouchers of $10,000 each—$20,000—have you had any interaction with students or any comments in terms of low income-students feeling that they have a great deal of pressure from their families and their surrounding environment to spend it on the alternative of buying a home instead of going to college. Any feedback on that at this point?

Dr. **Corrigan**. If I could speak to that. First of all, that alternative in a way frightens us. We have been working, as President Cole suggested, to reach down as far as the middle schools to encourage individuals who had not previously been thinking about going into—finishing high school, let alone going through higher education.

We cultivate these students, we bring them along, we work with them closely. We don't now want something that interferes with that momentum where we could bring them into college and make them productive citizens.

Second, in fact, I think for us there is a class to element here. Under that act, somebody who can afford to go to college on his or her own, who does not have to depend on financial aide, does not have to do the public service. So we are requiring those people who are most in need of financial aide to do the public service in order to come to the university.

Mr. **Owens**. Then your offering the alternative of they can buy a home. Ms. Cole, do you have a——

Dr. **Cole**. I simply wanted to make the point that I think in low-income and minority communities the very notion of community service is very deep. That is the idea of helping other folks, of bringing someone up from the south to live in a northern home to go to school. The idea of through churches and sororities, fraternities, and clubs, of reaching out to help others.

So, the idea that somehow we have to have national legislation for people to understand, as Martin Luther King said, that the most fundamental question is, "What are you doing for others?" is very misguided. What we do need is a national service legislation that is fair, that is well-tested, and certainly one that is in cahoots with fundamentally sound educational policies and not running counter to it.

Mr. **Owens**. Thank you.

Mr. **Williams**. Mr. Gunderson.

Mr. **Gunderson**. Thank you, Mr. Chairman, and panel. I've reviewed all of your statements and listened to this intently. The one question that I would like you to respond to is one of priorities put into all of this nice intellectual discussion of what the role of service to government is or is not and all of that.

Then pretty soon the reality hits you in the head, as it is doing right now. We find that we are going to have to somehow dig up—I think it is something like $500 million plus just to keep the GSL program at current services due to the interest rates fluxuation, etc.

My question to you would be, even if we look at service on a voluntary basis as a part of a higher education aids program, where do you put it if it means reprogramming funds out of Title 4 into this kind of an incentive service base program? In other words, do you support it then or do we have an absolute essential commitment to maintain the present level of Title 4 before we create any new initiatives because I don't know about the rest of this panel but my gut feeling is we are not going to see a lot of new money above current services in Title 4 over the next couple years.

Dr. **Altman**. It is my view it would be that we do not only protect, but find ways to supplement what is there, or else our students are going to have an increasingly more difficult time to be successful and to complete their degree programs and we would hope that that would be first priority.

Dr. **Cole**. It is very tempting to become rhetorical and I really do not want to do that. I want to say in clear language that we must have educating our people as a top priority. When it is no more basic than that, the idea that we educate some and not all is in contradiction to what America is about.

So, we can't identify for you, Congressman, exactly where you go, in which pot you dip, but we do know that in the coming century, we have got to educate better, more and more of our population. The idea of ridding our nation of financial aid for our students is simply not even thinkable.

Mr. **Gunderson**. I hope I did not suggest that in my question.

Dr. **Cole**. No.

Mr. **Gunderson**. Lord, I really miscommunicated if I did.

Dr. **Bloustein**. Congressman Gunderson, I too believe we can't rob the financial aid pot to build this system. It is already inadequate. On the other hand, I will say that I think that there are aspects of the financial aid pot, say in loan forgiveness programs, which would not make or put any immediate threat on the system or raise the cost.

Moreover, I think if you rely on the existing infrastructure of colleges and universities and high schools to promote a system of national community service, that you will be talking about costs of very marginal nature in terms of any Federal budget. We need very little beyond what we have to make this program work. That little should not come from the existing financial aid system.

I am sure that the sums involved are minuscule in terms of the burdens this nation faces and in terms of the benefits to be derived.

Mr. **Gunderson**. Let me complete my questioning with a request to the five of you, who I guess I consider thought leaders in the higher education community. It is literally impossible for this Congress to maintain the level of services everyone of us in this room would like when college tuition continues year after year to out pace inflation. We can't keep up no matter how hard we try.

We badly need some input from the community as to how we can maintain quality and get a handle on higher education tuition cost. I mean next to health care it is the second highest element that is going through the roof. Please give me personally and I would think this whole committee some insight on that in the future. Thank you.

Dr. **Cole**. Thank you.

Mr. **Williams**. Ms. Unsoeld.

Ms. **Unsoeld**. Thank you, Mr. Chairman. I would just ask if I could have a name and contact address for Campus Contact since that is a new entity to me and I would like to be able to get in touch.

Dr. **Cole**. Brown University.

Ms. **Unsoeld**. I guess I would yield the balance of my time to Dr. Cole anytime when somebody else has run out. I see that she is eager to respond because I appreciate your responses today.

Mr. **Williams**. Well, the chair has reserved the time of Ms. Unsoeld for Dr. Cole. Mr. Payne.

Mr. **Payne**. Thank you very much, Mr. Chairman. I am sorry that I was not here in a timely fashion to hear most of the testimony, especially from Dr. Cole, who I have heard of for many years and have great deal of respect for and, of course, the president of the New Jersey University.

Most people didn't know we have New Jersey University, they call it Rutgers. Dr. Bloustein, I was at a breakfast where I spoke to the association of school administrators from New Jersey and that session went late, therefore, I was unable to hear your testimony.

I don't have any specific questions regarding your testimony only that I do agree with you, Dr. Cole, about the fact that there has always been this volunteering. I lived up north so I saw everybody come up from down south. We brought people in and the extended family concept.

So, it's not something that needs to be recreated here. As a matter of fact, we could probably write a better program if we were given the opportunity. I would just like to say that I believe—the court is still out so far as these various pieces of legislation is concerned. I have to continue to study and look at the ramifications.

I am appalled too by the statistic that you mentioned about black males, having more in prison than in colleges. As a matter of fact, black males make up seven percent of the population in this country, but 40 percent of the prison population happen to be black males.

So, I certainly agree that there needs to be a total turning around. I am also disturbed at the cuts in the education budget. We have a president that really ran on the fact that he wanted to be the "environment and education" president. It may have been that it was simple to say the "EE"president, so he said environment and education; I do not know what it was, but, I look at the budget and there is certainly no way, and I understand that there are a lot of competing interests and there are a lot of cost that we have to bear as a nation.

For a person to use—and that is what it is, simply use something and then turn around and put $400 million more into new special programs and turn around and find that special education is cut by 46 percent and Title 1 is reduced by 40 percent, and bilingual education by about 35 percent and on and on and on. That is even worse than robbing Peter to pay Paul; he simply killed Peter to pay Paul.

So, I think that we really need to take a look at the whole question of education. If this nation is going to become a first class nation, we're down to 1.5 percent of our national budget for education of the gross national product where we're doing 22-27 percent over the past eight years for defense.

Thirty-three billion dollar outlay as opposed to $300 billion makes no sense. So, I'm here to listen and to be supportive of education, because that is the only we are going to work our way out of our deficit and our lack of competitiveness in this country. Thank you.

Mr. **Williams**. Mr. Poshard.

Mr. **Poshard**. Thank you, Mr. Chairman, ladies and gentlemen of the committee. I represent a district that has a relatively small minority population, but it has a very high poverty population. I just want to paint a scenario for you, because I have some concerns about voluntary service and its effect upon pre-college education as well as college education.

A lot of our kids, even when they are in high school, end up at McDonalds and Hardys working 25-30 hours a week. They graduate with a six grade reading level, with very poor fundamental skills because our university policies, at least in our public universities, are for the most part open.

These children go on to college and they need extensive remediation skills even at the university level. We have extensive remediation programs at the university levels. My question is, those are academically at-risk students and our universities are filled with them today; you folks know that.

Now, we're going into this higher education philosophy where we require everybody to have a classical curriculum to get in and we are raising the standards which puts these kids even more at-risk.

Why can't we find a way to integrate the volunteer programs into some sort of remediation studies or something, rather than these kids going and earning minimum wage. They can get a minimum wage job at McDonalds while they are at the university.

Why don't we integrate some kind of voluntary program which would help them financially while at the same time they are getting the academic remediation that they need to compete and to go on through school and to survive academically, because my experience is that too many of these children are getting into their freshman year or maybe to their sophomore year and they are out of there. They cannot survive academically.

They do not need another job at McDonalds or another 20 hour a week volunteer job somewhere out in the community. They need help to survive academically. We are not doing that. We are not. My God, the body can only stand so much stress. I mean, a mind cannot function when the body comes home at night and gives out.

I see that and I know it is a problem that needs to be solved and it seems to me that we ought to be able to integrate the two. Do you have any opinions of that?

Dr. BLOUSTEIN. Mr Poshard, I have every sympathy for what you are saying. I believe it as deeply as you do. One of the virtues of making such a program service a requirement is that we hope thereby to create within the university a community that does not exist.

One of the main burdens of the very poor and of the minority population as they come into the university is that they have no relationship with other students who are in some common purpose. We hope through our course structure to make it possible to groups of students, some well-educated, some from families with high income, some poorly educated to work together for a common purpose.

The anomy, the sense of isolation, of the poor and the minority student in the university, is a major, major problem that we think, a combined effort at community service in the context of a learning experience where you are learning with other students, would be of extraordinary value.

Mr. POSHARD. Could you folks perhaps draft something for this committee because eventually, one of these bills is going to survive and come through here and I think we need to amend it to include this very kind of inter-university, voluntary program that you are talking about which gets that academic upgrading, as opposed to, perhaps, some other thing out in the community necessarily.

Dr. BLOUSTEIN. I think the program should be essentially a educational program.

Mr. POSHARD. Yes.

Dr. BLOUSTEIN. It should be—that is what we are best at. We are not a social service organization. If we can also do something of value in terms of social service, that's great, but our primary mission is to educate and I think the point you make is central to our educational purpose.

We have to build more cohesiveness between the student body which increasingly of late, at least, has divided among itself.

Dr. ALTMAN. If I might add, your question hones in on another group that we have not talked very much about today. We have been assuming that a lot of these students are, in fact, graduating from high school and what might happen to them then.

We are losing 25 to 45 percent of those student who are not even finishing high school and who are being lost somewhere in that pipeline who are not going to be able to contribute in the way we would like to see them and any feature of legislation that would come out, we hope would include that group so that we do not lose them to American society, and include the compensatory education, to help these students who are going to suffer if we don't.

Mr. **Poshard**. Thank you. Mr. Chairman, would you allow me one more statement on Ms. Unsoeld's time, please? I have noted during the past several years, the division in our society between the haves and the have nots. The wider caesium, I should say.

That is true also in the university community if you note that very specifically and I think integrating the volunteer programs with education, where you bring those children together, would go a long way toward bridging that gap even more out in our society. So I would hope that you could offer some hands on suggestions for us in that. Thank you.

Mr. **Williams**. For a second round of questioning. Mr. Petri?

Mr. **Petri**. Thank you very much Mr. Chairman. I just was informed, too, in your opening statement, and I commend you for it, you indicated that you need not tremble quite as much about the prospects of some of these bills, and that Nunn/ McCurdy, at least as originally suggested, would not come out of here.

Certainly if something does come out, I have a modest suggestion, and, that is, that rather than eliminating all of our existing, or phasing out our existing higher education programs and substituting some sort of national service requirement on young people who aspired toward a higher education, that we, on a national basis, just go ahead and do it on a trial basis in the District and Oklahoma, represented by our colleague and in Georgia.

If they come back here after the young people discover what has been done to them by their representatives, why we could consider doing it to my constituents, but don't do it out of the box to the people of Wisconsin, please.

The question I really wanted to address to the panel was that listening to all of this discussion there seems to me to be a false assumption, and that is that somehow young people as they are out working, whether it is at McDonalds, or as a playground summer guidance counselor, or at a youth camp, or as a carpenter or something, are not engaged in community service.

It is not as though somehow they are doing wonderful and worthwhile when it is organized and paid for by the government and they are doing something that is not socially beneficial when it is paid for by the community voluntarily through the private sector.

It seems to me, in fact, that we are looking at things artificially and with blinders on and that the young person who is putting himself through college by working on a road crew is providing community service has better roads and the one who is working as a carpenter, is providing a community service, better housing, and the one working at McDonalds, who by the way should not be downgraded.

It is the largest employer of first experience in the United States and they take that very seriously. I would urge anyone, if you have the chance to do what I have done, and go through their program for introducing young people to the world of work, it is a wonderful, well thought-out effort and I think more conscientious then we would likely find from the government community service program, frankly.

I would kind of like your reaction to that and whether we might not just stumble into re-inventing the CETA program and turning a lot of young people off on the idea of community service if we do not think things through properly.

I would rather than have them out there working as they are now in a hundred and one ways, private sector, non-profit, serving their community and making a living, helping them get through college doing so.

Dr. **Bloustein**. Mr. Petri, I think you are perfectly right that there is a large amount of community service being done out there, but no one has expressed as eloquently as I just heard you express it, the conceptual and ideological framework of that community service.

That is why I think the importance for us is not more community service. Our students do a lot of it. The importance for us is to put it in the context of educating them for public responsibility, for educating them in the scope and the significance of what they are doing in respect of that service.

Now, it is an isolated experience in their life sometimes that they regard as a misfortune, rather than seeing it as a component part of citizenship and of a vital democratic state. Our purpose is to put it in that intellectual, and moral context, not to substitute more and new forms of community service necessarily, but to give it an intellectual context as you did in your very question.

Dr. **Cole**. I would like to respond if I might. I too feel that there is an enormous amount of activity which we can properly and fully call community service, but I am uneasy with the notion that everything is community service, what the corporate world is involved in is profits for community service, what teachers in our public schools are doing is teaching in the interest of community service.

Certainly each and every act that we do can either further or detract from a sensible viable community. I think we are talking about something other than working at McDonalds. I think we are talking about a sense of engagement in one's own life and in one's society.

We are talking about something that does represent sacrifice. Someone who spends a Saturday afternoon tutoring little kids at the YWCA, has made a choice and it is, in fact, a sacrifice. I think we want not to make community service everything because then it becomes nothing. It has no meaning if everything is community service.

What we do want to do is to make community service a more integral part of the life of every individual. I think one of the things I am the most struck by in living in Atlanta is the amount of community service done by the corporate sector. I do not mean that it is community service connected with the product they make.

I mean that these are the individuals who chair the United Way, who head the girls club committee for this, who are raising funds for that, but I think we do not want to confuse it, to act as if any action on the part of an individual is in the interest of the community.

Mr. **Williams**. Mr. Owens, did you or Mr. Hayes wish a second round? Mr. Hayes.

Mr. Hayes. I realize time is slipping away from us. There are a few of us who share the opinion that education should be viewed as an investment. This includes economically disadvantaged, not a burden but an investment, as well as security of this great nation may very well rest on how well we approach this question of education.

You, Mrs. Cole, I wonder if it is possible if you have any figures to insert in the record. I happen to believe on this area of investment. There are figures that indicate that it costs us more to keep a prisoner incarcerated, than it would almost twice as much to give him an education which may very well keep him out prison. My candidate for President used this quite often in his speeches, Reverend Jesse Jackson.

Dr. Cole. The only comment that I would add and I do so with great respect for the committee, and for my colleagues as panelists. That is that to date we really have not said something about the particularity of educating young girls. I think one of the problems that many of us are so frightened by is that increasing phoneme of teenage pregnancy.

I think we need to remind ourselves—I've forgotten who said it—but, when you educate a young girl or a woman, you, indeed, educate a nation because it is that woman in our society, still to this point, plays a major role in educating that next generation.

I would like to, if I may, Mr. Chairman, just say that as we look at the question of national service, although we want ultimately in our society to be blind, to questions of race and of gender that we do need to think very particularly what these questions would mean for young girls and for women who are often carrying particular kinds of burdens as we attempt to go through the educational process.

Dr. Bloustein. Mr. Owens, if I may, that number you're seeking—the National Counsel on Crime and Delinquency, on whose board I serve, estimates that the average costs of one year in prison is something like $28,000. Most of our institutions provide an education at much less than that. I'm sorry—Mr. Hayes.

Mr. Williams. Thank you. Thanks to the panel and the witnesses. I have noticed that a number of today's witnesses mentioned, as did witnesses in our first day of hearing, that a national service now exists throughout the United States. It also exists as a Federal effort, statutory effort. We seem to have forgotten that in our haste to discuss national service.

The idea was first purposed in the 1880s, and then, of course, under Franklin Roosevelt, during the depression national service began to flower in the United States with the old CCC camps. President Kennedy established the Peace Corps. Under other presidents since that time, we have had retired senior citizens volunteer programs, RSVP, Greenthumb.

In fact, we have an agency that is seldom mentioned in these hearings which is an agency that performs and administers national service in the United States called VISTA.

So, sometimes I wonder what the fuss is all about. Finally, let me note, Dr. Cole, that you mentioned—restated the famous line from John Kennedy's inaugural address, in which he said, "Ask what you can do for your country."

No where, it seems to me, has any president said to the American people, and particularly its youth, "you will either ask what you can do for your country or we will tell you and assign that work to you." That is what we are discussing today, whether or not to amend that slogan.

[Laughter]

Well, you have been very helpful. Your counsel has been valued, indeed, and we appreciate you being with us. Thank you very much.

If our second patient panelists, Dr. Stewart and Ms. Manley will please come to the witness table. Mr. Hayes, I cannot help but note that Ms. Manley is from a city called Chicago, a place with which I believe you have some familiarity and I thought you may want to welcome Ms. Manley to the hearing room today.

Mr. Hayes. Yes, Mr. Chairman, I certainly appreciate the opportunity to present and introduce a person who is from that citadel of democracy where I come from—Chicago, and one who is a coordinator of post-secondary guidance in the public school system.

As she well knows and many of us know, that we had gone through the rather arduous tasks of trying to reform our public school system in the city of Chicago, and in the state of Illinois, with some trepidation.

It is hard for us to unify and get together around this kind of an issue, which I think we will have to do. Ms. Manley's role is certainly one that in the postsecondary area where we have, not only the high school drop-out rate, which is at an astronomical level, but, also the abilities and the opportunities for kids to go to institutions of higher learning, is on the decline rather than ascendancy; that is particularity true among our minorities.

I just want to welcome her here before our committee and let her know she has every cooperation for her organization from me as a congressman, at least in the first congressional district. Thank you very much for that opportunity, Mr. Chairman.

Mr. Williams. Thank you, Mr. Hayes. Also, on our second panel is a good friend of this committee and me and particularity the subcommittee on postsecondary education, the president of the College Board, Dr. Don Stewart.

Dr. Stewart, we'll begin with you this morning.

STATEMENTS OF DR. DONALD STEWART, PRESIDENT OF THE COLLEGE BOARD AND MS. REGINA MANLEY, COORDINATOR OF POST SECONDARY GUIDANCE CHICAGO PUBLIC SCHOOLS

Dr. Stewart. Thank you, Mr. Chairman, members of the committee. I am Donald Stewart, President of the College Board, President Emeritus of Spelman College, and a graduate of McChoush Grammar School and Hyde Park High Schools on the south side of Chicago, Illinois.

I speak, however as president of the college board, an organization founded 89 years ago. We are an association of 2600 schools and colleges that seeks to bring educators together to develop common testing, guidance and financial aid services designed to assist students in the transition from secondary to higher education.

Our special involvement with financial aide is carried through the College Scholarship Service. CSS is a division within the college board that was established in the mid 1950s to seek agreement on standards and procedures for awarding scholarships and other financial aid to students.

The overriding mission of the college board is to expand and equalize access to quality education in our country. I deeply appreciate this opportunity to present testimony on proposals to help citizens serve their nation and local communities.

My statement will be brief. You have already heard considerable testimony from educational representatives on this issue. I also sense that the debate is moving rather quickly to a new and more constructive stage. Over recent months several ideals—tapping youthful energy and commitment to address social needs, while assuring equal opportunity for higher education—seem to have been set at odds in the discussion of national service.

Happily prospects now seem much better that the 101st Congress will be able to reconcile these ideals and consensus legislation. It goes without saying that as educators we recognize the importance of helping students learn about the obligations as well as the benefits of democracy and of encouraging them to carry on the heritage of civic involvement that represents the very best of America's traditions.

When I served as Johnnetta Cole's predecessor at Spelman College, we encouraged but did not require our students to engage actively in service programs. An increasing number of high schools and college do the same. I welcome the prospect that additional support from Washington will increase the opportunities for our citizens to undertake such activities, but the tough question is whether financial benefits, such as financial aid, should be linked to the performance of national or community service.

The Nunn/McCurdy proposal, in an earlier version, would require students to perform full time service for one or two years in order to become eligible for existing Federal educational grants or loans. Current student aid would phased out in favor of educational vouchers earned through service. Like the other witnesses this morning, and in earlier hearings, I have serious reservations about such a linkage.

Conversion to an earned benefits approach would be unfair. Its impact on college enrollment would be felt most heavily by economically disadvantaged and minority groups. For financial and needy students whose college aspirations now rest substantially on government aid, service would become compulsory not voluntary.

Those most in need would face another barrier in the way of educational opportunity and upward mobility. I would also be concerned about the administrative complexity of such a conversion. An already complicated student aide system would become even more so if service records were to be gathered and validated and if provisions for exceptions and exemptions were to be made.

Difficult questions about how to handle drop-outs from service programs would have to be addressed. Attrition in service programs with which we have had considerable national experience, such as VISTA and Peace Corps, has unfortunately been high. Now part of the appeal of recent national service proposals is a widespread perception that current student aid programs are not working well.

The current array of students assistance programs was created to level the playing field as it were to make college a realistic hope for all of our children regardless of background and financial circumstances.

There is no doubt that the system has fallen short of equalizing access for all and equities do persist, but there is also no doubt that student aid has assisted millions of financial needy individuals to pursue postsecondary education and has helped lower barriers that made higher education for most of our early history, largely of white, largely upper class preserve.

The college board plans to participate actively in efforts to simplify and strengthen the programs. We have, for example, just published a book "Radical Reform or Incremental Change", which presents a number of options for students loan policy in the 1990s, but surely it would be premature to displace or begin to phase out existing programs before we have alternatives proven to do a better job in equalizing educational opportunities for the disadvantaged.

On the other hand, we would favor, and I would suspect much of the educational community would favor an approach to national service that supplements rather than supplants student aid in its current form.

Uncoupling service and existing student aid programs would remove for now the most troubling aspect of the national service debate. The benefits of the supplemental, demonstration program could be significant in terms of piloting possible new models for the future delivery of financial aid services in conjunction with the program of voluntary national service.

The College Board's periodic reports on Trends and Student Aid show only a small increased in the purchasing power of Federal student assistance since the mid 1970s, which is now being spread over a larger number of eligible students. Service-related educational benefits might help students meet more of their educational costs and they might give students a means for reducing their growing reliance on loans.

Service programs can also give students who do not qualify for need based assistance a way to take more responsibility for meeting their own college expenses. The logical first step is a pilot or demonstration project of some kind.

We can thereby learn about the willingness of students to undertake and complete service jobs, the amount of administrative regulation required, the extent to which service participants would mirror the population as a whole. The participation of minorities, the extent to which meaningful service opportunities can, in fact, be created, and how student aid and service related benefits can be brought together in a complimentary array of college financing option.

Flexibility and promotion of a variety of service alternatives rather than pursuing just one model that focuses on service in the pre-college years will be important features of any demonstration effort.

Alternative forms of service-related educational benefits might be designed to assist individuals who serve at different times in their lives. Vouchers for those who served before or during school, and loan forgiveness options for who serve after completing college.

Even in a national service program that supplements, not supplants, student aid, there must be attention to how service-based benefits interact with student assistance. For example, decisions will have to be made about how such benefits are counted for need-analysis purposes, just as the need-analysis system currently must consider how to treat veterans' educational benefits.

Thought should be given to how different service models might affect the financial relationship between students and parents and, in particular, the traditional assumption that parents will pay to the extent of their financial ability for the educational expenses of their dependent children.

These issues must be addressed not solely within the context of Federal student aid, but also in relation to the strong commitment made by states and higher education institutions to student access and choice through financial aid.

In short, I suggest a careful, measured approach to introducing new kinds of incentives for students based on service. Federal fiscal constraints, in any event, will undoubtedly limit the resources that can be devoted to such a pilot effort in the next several years.

The College Board is prepared to help in anyway we can to devise a consensus approach and to discuss and promote the concept of service with our secondary school and collegiate member institutions.

National service for our young people offers many appealing possibilities. We must make sure, however, that the opportunity to serve enhances, not distracts, from the continuing task of equalizing educational opportunities for all Americans while improving educational performance.

As we approach the end of the Twentieth Century, demographic and economic changes make this goal not just a hope, but a necessity. The College Board, for which equity has always been the central mission, has committed itself to a goal that, by the end of the century, individuals from traditionally under-represented groups not only have access to, but complete two-year and four-year college programs at the same rate as traditional students.

We are examining all College Board programs and services to make sure that each has the maximum impact possible on the achievement of this national goal.

Mr. Chairman and members of the committee, I urge that these same criteria, equality of access to quality higher education and comparable outcomes for all students guide your deliberations on national service and student aid, and I thank you again for the opportunity to testify, and I thank you for your support of American education.

[The prepared statement of Dr. Donald Stewart follows:]

The College Board
1717 Massachusetts Avenue, N.W., Washington, D.C. 20036
(202) 332-7134

Washington Office

Testimony

on

National Service

before the

Committee on Education and Labor
U.S. House of Representatives

Donald M. Stewart
President
The College Board

April 19, 1989

Mr. Chairman and members of the committee, I am Donald Stewart, President of the College Board. Founded 89 years ago, the College Board is an association of 2500 schools and colleges that brings educators together to develop common testing, guidance, and financial aid services designed to assist students in the transition from secondary to higher education. Our special involvement with financial aid is carried out through the College Scholarship Service. CSS is an association within the College Board that was established in the mid-1950s to seek agreement on standards and procedures for awarding scholarships and other financial aid to students. The overriding mission of the College Board is to expand and equalize access to quality education in this country.

I appreciate this opportunity to present testimony on proposals to help citizens serve their nation and local communities. My statement will be brief. You have already heard considerable testimony from education representatives on this issue. I also sense that the debate is moving rather quickly to a new and more constructive stage. Over recent months, two principles--tapping youthful energy and commitment to address social needs, and assuring equal opportunity for higher education--seem to have been set at odds in the discussion of national service. Now prospects seem much better that the 101st Congress will be able to reconcile these ideals in consensus legislation.

It goes without saying that, as educators, we recognize the importance of helping students learn about the obligations as well as the benefits of democracy and of encouraging them to carry on the heritage of civic involvement that characterizes our nation. In a former life, I served ten years as Johnetta Cole's predecessor at Spelman College, where we encouraged (but did not require) our students to engage actively in service programs. An increasing number of high schools and colleges do the same. I welcome the prospect that additional support from Washington will increase the opportunities for our citizens to undertake such activities.

But the tough question is whether financial benefits, such as student aid, should be linked to the performance of national or community service. The Nunn-McCurdy proposal, in its early version, would require students to perform full-time service for one or two years in order to become eligible for existing federal educational grants or loans. Current student aid would be phased out in favor of educational vouchers earned through service. Like other witnesses this morning and in earlier hearings, I have serious reservations about such a linkage.

Conversion to an earned-benefits approach would be inequitable. Its impact on college enrollment and retention would be felt most heavily by economically disadvantaged and minority groups. For financially-needy students whose college aspirations now rest substantially on government aid, service would become compulsory, not voluntary. Those most in need would face another barrier in the way of educational opportunity and upward mobility.

I would also be concerned about the administrative complexity of such a conversion. An already complicated student aid system would become even more complicated if service records have to be gathered and validated and if provisions for exceptions and exemptions must be made. Difficult questions about how to handle drop-outs from service programs would have to be addressed; attrition in service programs with which we have some national experience (e.g., VISTA, Peace Corps) has been high.

Part of the appeal of recent national service proposals is a widespread perception that current student aid programs are not working very well. The current array of student assistance programs were created to level the playing field, as it were: to make college a realistic hope for all of our children, regardless of background and financial circumstances. There is no doubt that the system has fallen short of equalizing access for all. Inequities persist. But there's also no doubt that student aid has assisted millions of financially-needy individuals to pursue postsecondary education and has helped lower barriers that made higher education for most of our history a largely white, largely upper-class preserve.

The College Board plans to participate actively in efforts to simplify and strengthen the programs. We have, for example, just published Radical Reform or Incremental Change?, which presents a number of options for student loan policy in the 1990s. But it would surely be premature to displace or begin to phase out existing programs before we have alternatives proven to do a better job in equalizing educational opportunity for the disadvantaged.

On the other hand, I would favor, and I suspect much of the education community would favor, an approach to national service that supplements rather than supplants student aid in its current form. Un-coupling service and existing student aid programs would remove for now the most troubling aspect of the national service debate. The benefits of a supplemental, demonstration program could be significant in terms of piloting possible new models for the future delivery of financial aid services in conjunction with a program of voluntary national service.

The College Board's periodic reports on Trends in Student Aid show only a small increase in the purchasing power of federal student assistance since the mid-1970s, which is now being spread over a larger number of eligible students. Service-related educational benefits might help students meet more of their educational costs, and they might give students a means for reducing their growing reliance on loans. Service programs could also give students who don't qualify for need-based assistance a way to take more responsibility for meeting their own college expenses.

The logical first step is a pilot or demonstration project of some kind. We could thereby learn about the willingness of students to undertake and complete service jobs, the amount of administrative regulation required, the extent to which service participants would mirror the population as a whole, the participation of minorities, the extent to which meaningful service opportunities can in fact be created, and how student aid and service-related benefits can be brought together in a complementary array of college financing options.

Flexibility and promotion of a variety of service alternatives, rather than pursuing just one model that focuses on service in the pre-college years, will be important features of any demonstration effort. Alternative forms of service-related educational benefits might be designed to assist individuals who serve at different times in their lives: vouchers for those who serve before or during school, for instance, and loan forgiveness options for those who serve after completing college.

Even in a national service program that supplements, not supplants, student aid, there must be attention to how service-based benefits interact with student assistance. For example, decisions will have to be made about how such benefits are counted for need-analysis purposes, just as the need-analysis system currently must consider how to treat veterans' educational benefits. Thought should be given to how different service models might affect the financial relationship between students and parents and in particular the traditional assumption that parents will pay to the extent of their financial ability for the educational expenses of their dependent children. And these issues must be addressed not solely with in the context of federal student aid, but also in relation to the strong commitment made by states and postsecondary institutions to student access and choice through financial aid.

In short, I suggest a careful, measured approach to introducing new kinds of incentives for students based on service. Federal fiscal constraints, in any event, will undoubtedly limit the resources that can be devoted to such a pilot effort in the next several years. The College Board is prepared to help in any way we can to devise a consensus approach and to discuss and promote the concept of service with our secondary school and collegiate member institutions.

National service for our young people offers many appealing possibilities. We must make sure, however, that the opportunity to serve enhances, not distracts, from the continuing task of equalizing educational opportunities for all Americans and improving educational performance.

As we approach the end of the twentieth century, demographic and economic changes make this goal not just a hope, but a necessity. The College Board, for which equity has always been the central mission, has committed itself to a goal that, by the end of the century, individuals from traditionally underrepresented groups have access to and complete two-year and four-year college programs at the same rate as traditional students. We are examining all College Board programs and services to make sure that each has the maximum impact possible on the achievement of this national goal.

Mr. Chairman and members of the committee, I urge that these same criteria--equality of access to quality higher education and comparable outcomes for all students--guide your deliberations on national service and student aid. Thank you for the opportunity to testify, and thank you for your support of American education.

Mr. **Williams**. Thank you, Dr. Stewart. Ms. Manley.

Ms. **Manley**. Mr. Chairman, members of the committee, it is, indeed, my pleasure to be with you today. The National Association of College Admission Counselors is supportive of service by students and applauds the logic behind many of the bills that have been introduced in Congress in the past few months.

We think, that whenever possible, citizens should engage in meaningful and necessary service to their community and the nation. Indeed, most of our colleges and universities and many of our schools already have such programs. Some make such service a prerequisite to graduation.

In Chicago large numbers of high school students participate in voluntary activities within the schools, community, and civic organizations, and from the vantage point of my position, as coordinator of postsecondary guidance for the Chicago Public Schools, which involves direct contact with students, as I review their scholarship applications, I can attest firsthand to the degree to which Chicago High School students already involve themselves with voluntary organizations.

Let me give you some information about our school system. I work with 65 high schools and we have 430,000 students in our system, and our student population represents gifted and talented to the most disadvantaged, as well the most severely handicapped. So I do have a broad scope of working with all kinds of students.

Our high school students are volunteering in student council, they are tutors, they are office aids, they are involved in leadership clubs, they are in mentoring programs, they develop big sister and brother programs, and this year we have a new program—the young lawyer explorers. They work with lawyers on actual cases of concern to the needy.

There is a key club that is in most every high school in our city, and a key club is a key organization. The key club is most important because it has direct ties to adult service groups such as the Kiwanis Clubs. We even have programs at the elementary level.

We have a junior BETA program. Membership in the Junior BETA is contingent upon scholarship, citizenship service, leadership, and character, and these young people in the sixth, seventh, and eighth grade give many, many hours of service to their schools as well as their communities.

There are also hospital volunteers that our students participate in, and many of them take pride in working with the needy and yet most of them are needy themselves. There are churches and other organizations which provide outlets for volunteers to work with the needy, such as soup kitchens where students prepare and serve meals, food drives, clothing drives, toy collections.

They work with senior citizens, both in nursing and private homes, and they work in day care centers, in playgrounds, and at summer camps. It seems to me that we need to provide the opportunity and the young people will do the rest. We do not have to mandate.

Once they are involved, many of them are on the road to a lifelong commitment to service, that not only helps others but adds meaning to those who provide the service. It also helps to build confidence and self-esteem in their lives and they might not otherwise have these attributes as a result of this.

As I talk before you today, I am reminded of one student and I view many, whose scholarship application service incorporated the following: Volunteer service as a hearing impaired student at an elementary school. This student is proficient in sign language and this student also was an office aide, newspaper staff, political campaigns three hours per day, did canvassing and was an interpreter for those who did not understand the language, as well as tutoring elementary school students, peer counselors, and also hospital volunteer.

That is one student and I see many of those. One of the things that our elected officials can do to promote and publicize volunteer activities, is to use them as examples of what our students are doing that is right.

Our constituents have news letters and speeches and volunteers of the month and awards. What we really need to do is show-case and highlight the successes, highlight the contributions that young people are making and let us negate some of the negative publicity that they receive.

Now I would like to focus on certain aspects of a proposal by the national service plans. Because of the varied and sometimes conflicting provisions of the bills now before you, NACA, and that is our national acronym, our executive board recently approved a policy that contains the following five provisions that should be addressed in a final omnibus view and I will cite these and expand upon a few points.

Present student aid programs should not be weakened to fund national service proposals. Funds should supplement, not supplant programs, such as Pell Grant, Stafford, and college work study. Over the years these and other programs have been the corner stone on which students of ability, but not limited means, have gained entrance to higher education.

No one program can be right for all students. A variety of approaches such as service before, during and upon completion of a course of study, should be included. This should be an option, not a requirement, for financial aid.

Many educators have expressed grave concern about the potential for interrupting the educational continuum of young people. Inherent, in at least one of the bills now before you, most vulnerable the at-risk learners. To require extensive service before enrollment means that many would never begin postsecondary education.

The distinct needs of the older part-time students should also be addressed in a flexible program, because this group is a larger component of our student body this year. For you, who are not strong academically and who enroll in a national service plan before they enter higher education, support programs, such as tutoring and academic and admission counseling are needed.

Students who participate in a service program between high school and college regardless of their academic qualifications will be deprived of the services of school and college admission counselors. Some provisions should be made to fill this gap.

To insure that a program serves the mutual best interest of our country and our students, the merits of establishing a pilot program to facilitate its fine tuning certainly warrants consideration.

Mr. Chairman, my entire professional career has been spent in the Chicago Public School System, as a classroom teacher, and as a high school counselor. I have been able to observe at close range, the behavior and careers of students, and the impact made by various policies on students and on the system.

A large number of students in Chicago schools come from families at and below poverty levels. When mere survival has top priority, in many instances the resulting pressure on the teenager takes the form of choosing between contributing to the families' survival and continuing his or her education.

I have, however, consistently counseled students to remain in school at all cost. This counseling has not been empty rhetoric. It has involved assisting them in finding part-time employment at various work study programs. We are not always successful and admittedly we do not win all the battles. We find the students entering the world of work without a high school diploma to a life of minimum wage jobs or welfare.

The national association of college admission counselors has no opposition to our problems, with efforts to motivate citizens to care about and contribute to society, through voluntary service.

What we do object to is when such service becomes a barrier to higher education. When service is ingrained in the young, step by step, continued participation in public service organizations will be something that comes with maturation.

I share the position of my association, which asserts that the education system will never see most of the low and moderate income students who are forced to take a few years off to perform mandatory public service. This position is corroborated statistically by the National Center for Education statistics in their recent study, and you have heard those statistics already this morning.

Also, if a national service plan includes a voucher for a down payment on a home instead of a grant for tuition, pressured to choose a dwelling, instead of an education would prevail in many low income families.

Given the critical shortage of low to moderate income housing in this country, it is not surprising that for many the thought of owning a house or an apartment would be too great to resist. It is our prediction that more vouchers would go for housing than for education. At best this is a short term risky solution to a complex problem.

Mr. Chairman, the demographics portend a school population for the year 2000 composed of significant numbers of minority and low income students. Many will be first or second generation Americans whose families do not have a knowledge of how our system of higher education works.

This brings into sharp focus the role of pre-college guidance and counseling and working with students and their families to show them how to tap into the system that serves millions of students each year.

The last thing that we need is an interruption of this education continuance. What we do need is young Americans in productive and meaningful careers while we recognize that not all high school students go directly to college. We believe that this should be an option.

Even now we hear stories about soldiers who cannot operate sophisticated equipment and weapons, about factory workers whose training has not kept up with technology, and about white collar workers who do not have second languages at their command, a necessity for trade and commerce in the world market.

The bottom line is that we need to education our students more intensively and for more years than ever before, and this should be a continuous process, not one with a interruption.

There are a number of bills before you and they contain elements that you can combine, in a final piece of legislation. Mr. Martinez, Mr. Bonior, Mr. McCurdy, Ms. Morrela, Mr. Garcia, Mr. Panetta, have excellent provisions, which when melted together with some of the administration's proposals, will give us an excellent bill.

In summary, the National Association of College Admission Counselors stands behind a form of service that is supplementary to existing student aid programs, offers a variety of optional service experiences before, during and after postsecondary education, and might include loan forgiveness in return for performing work vital to the national interest.

It does not interrupt the educational continuance, especially for at-risk students, provides tutoring, counseling, and admissions help to enrollees, treats equally all types of students from all classes of society, including all ages, from the elementary school student to the senior citizen, and includes a pilot program. I thank you, it has been my pleasure.

[The prepared statement of Regina Manley follows:]

TESTIMONY OF REGINA E. MANLEY

COORDINATOR OF POST SECONDARY GUIDANCE

CHICAGO PUBLIC SCHOOLS

for

THE NATIONAL ASSOCIATION OF COLLEGE ADMISSION COUNSELORS

before the

HOUSE OF REPRESENTATIVES SUBCOMMITTEE ON POSTSECONDARY EDUCATION

April 19, 1989

Regina E. Manley

Regina E. Manley, M.A., NCC, Coordinator, Post Secondary Guidance, Chicago Public Schools, a native Chicagoan, completed her elementary and secondary education in the Chicago Public Schools and earned both a Bachelors Degree in Health and Physical Education, and a Masters Degree in Guidance and Counseling from Northeastern Illinois University.

She is immediate Past President of the Illinois Association of College Admission Counselors, and has been active in numerous professional and community organizations. She was the organizer and first president of the Secondary School Counselor Council of the Chicago Public Schools. She served on the College Scholarship Service Division Governance Committee of the Mid-West Region of the College Board from 1985 to 1987.

She is currently serving on the advisory boards of the Illinois Math Science Academy; University of Illinois at Chicago, Minority Engineering Program; De Paul University, Counselor Articulation Board; and Chicago State University, Graduate School of Counseling Education.

Her community involvement embraces membership in the Women's Board of Mercy Hospital and Medical Center on which she served as Treasurer; and membership on the Chagall Tapestry Committee which was successful in bringing to Chicago the last work of the artist. Her commitment to the committee took her to France for a personal visit to the artist's home and studio.

NATIONAL STUDENT SERVICE

The National Association of College Admission Counselors is supportive of service by students and applauds the logic behind many of the bills that have been introduced in Congress in the past few months. We think that, whenever possible, citizens should engage in meaningful and necessary service to their communities and the nation. Indeed, most of our colleges and universities and many of our schools already have such programs. Some make such service a prerequisite to graduation.

In my hometown, Chicago, large numbers of high school students participate in volunteer activities within schools, the community, and civic organizations. From the vantage point of my position as coordinator of post secondary guidance for the Chicago Public Schools--which involves direct contact with students as I review their state scholarship applications--I can attest first-hand to the degree to which Chicago high school students already involve themselves with volunteer organizations. To name a few:

High School Activities

Student council; tutoring; office aides; leadership clubs; mentoring programs; Big Brothers/Big Sisters; Young Law Explorers who work with lawyers on actual cases of concern to the needy; and the Key Club are all school-sponsored activities.

The Key Club is most important because it has direct ties to adult service groups such as the Kiwanis Club.

Hospitals

There is a wide variety of volunteer jobs performed by young people that are vital to the smooth running of our hospitals.

Work With the Needy

Churches and other organizations provide an outlet for volunteer work with the needy such as soup kitchens, where students prepare and serve meals; food drives; clothing drives; toy collections; work with senior citizens both in nursing and private homes; at day care centers, at playgrounds, and at summer camps.

It seems to me that we need to provide the opportunity and the young people will do the rest. Once they are involved, many of them are on the road to a life-long commitment to service that not only helps others but that adds meaning to those who provide the service. It also helps to build confidence and self esteem in lives that may otherwise lack these attributes.

One of the things that our elected officials can do to promote and publicize volunteer activities is to use them as examples of what our students are doing that is right. Constituent newsletters, speeches, and "volunteer of the month" awards are a few ways in which to do this. My office will certainly cooperate in this effort--just call on me.

Now I would like to focus on certain aspects of proposed national service plans.

NACAC SERVICE RESOLUTION

Because of the varied and sometimes conflicting provisions of the bills now before you, NACAC's Executive Board recently approved a policy that contains the following five provisions that should be addressed in a final omnibus bill. I will cite these and then expand upon a few of the points.

1. Present student aid programs should not be weakened to fund national service proposals. Funds should supplement and not supplant programs such as Pell Grants, Stafford Loans, and College Work-Study. Over the years, these and other programs have been the cornerstones on which students of ability but with limited means have gained entrance to higher education.

2. No one program can be right for all students. A variety of approaches such as service before, during, and upon completion of a course of study should be included. And, this should be an option, not a requirement for federal financial aid.

3. Many educators have expressed grave concerns about the potential for interrupting the educational continuum of young people, inherent in at least one of the bills now before you. Most vulnerable are the "at-risk" learners. To require extensive service before enrollment means that many would never even begin postsecondary education. The distinct needs of the older part-time student should also be addressed in a flexible program because this group is a larger component of our student bodies each year.

4. For youth who are not strong academically and who enroll in a national service plan before they enter higher education, support programs such as tutoring, and academic and admission counseling are needed. Students who participate in a service program between high school and college, regardless of their academic qualifications, will be deprived of the services of school and college admission counselors. Some provisions should be made to fill this gap.

5. To ensure that a program serves the mutual best interests of our country and our students, the merits of establishing a pilot program to facilitate its fine tuning, certainly warrants consideration.

INTERRUPTING THE CONTINUUM

Mr. Chairman, my entire professional career has been spent in the Chicago Public School System. As a classroom teacher and as a high school counselor I have been able to observe at close range the behavior and careers of students, and the impact made by various policies on the students and on the system.

A large number of the students in Chicago Public Schools come from families at and below the poverty level, where mere survival has top priority. In many instances the resulting pressure on the teenager takes the form of choosing between contributing to the family's survival and continuing his/her education. I have, however, consistently counseled students to remain in school at all cost. This counseling has not been empty rhetoric. It has involved assisting them in finding part-time employment and various work-study programs. When we are not successful, and admittedly, we do not win all the battles, we find the students entering the work world without a high school diploma to a life of minimum-wage jobs or welfare.

To exacerbate the problem with a requirement demanding a period of public service as a prerequisite for eligibility for financial aid, in my judgement, can only be characterized as further limiting access of this group to higher education. This seems to contradict the country's established public policy with regard to education, which is explicit in the very existence of financial aid programs.

The National Association of College Admission Counselors has no opposition to, or problems with, efforts to motivate citizens to care about and contribute to society through voluntary service. What we do object to is when such service becomes a barrier to higher education. When service is ingrained in the young, step by step, continued participation in public service organizations will be something that comes with maturation. I share the position of my Association which asserts that the education system will never see most of the low- and moderate-income students who were forced to take a few years off to perform mandatory public service. This position is corroborated statistically by the National Center for Education Statistics in a recent study on college completion rates.

Also, if a national service plan includes a voucher for a down payment on a home instead of a grant for tuition, pressure to choose a dwelling instead of an education would prevail in many low-income families. Given the critical shortage of low- to moderate-income housing in this country, it is not surprising that for many the thought of owning a house or apartment would be too great to resist, and it is our prediction that more vouchers would go for housing than for education. At best, this is a short term, risky solution to a complex problem.

Mr. Chairman, demographics portend a school population for the year 2000 composed of significant numbers of minority and/or low-income students. Many will be first or second generation Americans whose families do not have a knowledge of how our system of higher education works. This brings into focus the role of precollege guidance and counseling: working with students and their families to show them how to tap into the system that serves millions of students each year. The last thing that we need is an interruption of this education continuum.

What we do need is young Americans in productive and meaningful careers. While we recognize that not all high school students go directly to college, we believe that this should be an option. Even now, we hear stories about soldiers who can't operate sophisticated equipment and weapons, about factory workers whose training has not kept up with technology, about white collar workers who do not have second languages at their command, a necessity for trade and commerce in the world market. The bottom line is that we need to educate our students more intensively and for more years than ever before and that this flow should not be interrupted by mandatory service.

CONCLUSION

Mr. Chairman, there are many useful and necessary volunteer organizations now operating in the country. In every community, and on most campuses there are various opportunities for citizens of all ages who want to contribute in some way. I have seen first hand the usefulness of these programs to those who serve and to those who are served. We see nothing wrong with schools granting credit for such activities, or with building a service component into courses of study, should the institution so desire. We encourage the practice of federal loan forgiveness after leaving school if the person is employed in areas of national shortage such as practicing law or medicine in depressed urban areas or poor rural counties, teaching in such communities, counseling migrant workers and their families, or working in our forests and parks, to name a few. Many positive results can come from these activities that will last a lifetime. Required participation, however, should not be a condition of our financial aid programs.

A number of the bills before you contain elements that can be combined in a final piece of legislation. Mr. Martinez, Mr. Bonior, Mr. McCurdy, and Mrs. Morella all have excellent provisions which, when melded together with some of the Administration's proposals, will give us an excellent bill.

In summary, the National Association of College Admission Counselors stands behind a form of service that is:

1. Supplementary to existing student aid programs;

2. Offers a variety of optional service experiences before, during and after postsecondary education, and might include loan forgiveness in return for performing work vital to the national interest;

3. Does not interrupt the educational continuum, especially for "at-risk" students;

4. Provides tutoring, counseling and admissions help to enrollees;

5. Treats equally all types of students, from all classes of society;

6. Includes a pilot program.

Thank you.

Mr. **Williams**. Thank you. For questions, Mr. Petri.

Mr. **Petri**. I would like to thank both you, Dr. Stewart, and Ms. Manley, for your testimony, and for telling us about—we hear a lot, sometimes not so complimentary about the Chicago schools system and its problems, and you cannot gloss over any of the challenges faced by big city schools, but its good to hear the other side of the story.

I appreciate your testimony. I have a question I'd like to ask you, and it gets into the area that seems to so often happen when we pass with the best of intentions legislation, and there is something called the law of unintended consequences that comes into play, and we make things worse or we cause other problems rather than making things better.

What is going through my mind is that here you have all sorts, as you have mentioned, both of you, especially Ms. Manley, all sorts of organizations and young people at the high school level and at the college level participating already in a broad range of voluntary activities.

Now, if we set up a Federal program to support and pay some people doing these activities, if we are not careful, might we not end up turning some people off from voluntary giving their time because the fellow or girl down the hall is getting paid to do what they have been doing for nothing and they will say, "Hey, come on, why should I continue to volunteer. I'm only going to do this if I'm paid to do it," and we will have ended up helping a few people participate in what were traditionally voluntary activities, but now become paid activities.

They are not really giving of themselves. It has been re-characterized as a job, rather than a giving, and other people will say "Well, this I'm not going to do, because why should I do it and give up my time when the next person is being paid to do it." Suddenly you put aside something because people are conniving to get this money rather than figuring out how to give their time most effectively.

It could overall be very counter-productive if not properly administered. Could you comment on that? We don't have enough money to pay all the people who are doing everything voluntarily right now, and the result of paying some might discourage others.

Ms. **Manley**. Yes, I would be happy to comment on that. First of all, the high school students who are volunteering in the high school now, do not receive high school credit. This is a voluntary effort on their part. Some of them will receive only service points, but what is more important to them is that recognition.

First of all, we work with young people at the high school level because we want them to be well rounded citizens. We want them to recognize that they have to make a commitment to society. They are making that recognition already.

If we now negate what we have tried to do from Head Start up to now and to tell them that you must become well-educated, you must prepare, you must make a contribution to society, and when they have taken that initiative and involved themselves in extra curricular activities and given of their time and service and now we say, "Here, we will pay you a little bit for this," that negates what we have been trying to build of them in terms of their character, and that goes against what we have tried to do thus far.

What we need to do is join forces, collaborate and see how we can form a national service plan that will be productive, that will not negate what we are trying to do with respect to educating our young people in this country, but yet we will reward those who have taken that initiative, because if we do that, that's a motivational factor.

We all like "warm fuzzies," as we say in the counseling profession. We like those good strokes. When someone tells you you have done a good job, you know how it makes you feel. If we do that to the young people, you would be surprised to see what can come out of it.

Mr. PETRI. Just one other comment and you can both alluded to this. I think just by way of comment, you mentioned how important it is to highlight and show appreciation for efforts. I think our last three presidents, each in their own way have continued to do that. Mr. Carter, certainly with volunteerism is his continuing in his private role and President Reagan having young people and other people, the unsung heros of America, as he called it, and President Bush talking repeatedly about a thousand points of life and model schools, searching for ways to try to show appreciation and provide leadership by example.

So, I hope—do you think they are at least trying to move in the right direction?

Ms. MANLEY. I see some effort.

Dr. STEWART. I think that these efforts are very encouraging. Again, however, the emphases on volunteerism, I think is very important. Another unintended consequence—legislative action might be the reinforcement of a growing stigma that is attached to community service.

So often we read in the newspaper that, and unfortunately, it has been happening with public officials, all too often. When found guilty of something, they are immediately assigned a community service, to work off how many hours it might be open. So often now its seen as something that is punitive and not as positive.

I think the emphasis remaining on the voluntary side of it will encourage the positive image that we want to create.

Mr. WILLIAMS. It is an interesting concept, Mr. Stewart, taking public officials who are found guilty of violating some law and requiring them to serve two years in the Congress might be——

Dr. STEWART. I think that is a great honor, sir.

Mr. WILLIAMS. We do too. Mr. Hayes.

Mr. HAYES. Thank you Mr. Chairman, I do not have any questions. We have been benefitted by excellent testimony from the two witnesses. The last concept that you expressed might be worth trying though.

Mr. WILLIAMS. Mr. Owens.

Mr. OWENS. I really do not have any questions. I congratulate both witnesses. I think their testimony should be very useful. Just one comment, particularly to Ms. Manley, who was quite detailed and is obviously very involved and close to the students at a very impressionable age.

Some of the message that the Nunn/McCurdy Bill sends down, getting through to the students that there are people who feel that to give them a higher education for nothing would be a great injurious act for the nation. Do they feel any of that kind of that charge or threat seeping through and do they react to it?

Ms. **MANLEY**. Yes, the students as well as some of my colleagues are very concerned about the proposed legislation. It is difficult for many of them now to have access to higher education. If you are interrupted and they have to give service prior to going into education, it negates all that we have tried to do thus far, and now in our state, we are very concerned now with the loan portion in the college financial aid package.

We are concerned with that loan indebtedness. Many of them are graduating with large bills and its creating a very difficult situation for them to pay those loans back. If we could find a way to forgive some of that, that might be helpful, because these are the students who are very, very poor, who frequently sometimes have very difficult times earning money to put the extra money in if they need to get to college and do the kinds of things to do.

There is a lot of concern in our community with respect to that proposal legislation.

Mr. **OWENS**. Thank you.

Mr. **WILLIAMS**. Ms. Unsoeld.

Ms. **UNSOELD**. No questions.

Mr. **WILLIAMS**. Mr. Fuster.

Mr. **FUSTER**. Mr. Chairman, I do not have any questions, but I would like to thank both witnesses for their fine testimony, and I would like to say that on the basis of my own experience with higher education for almost two decades before I came to Congress, I could subscribe the central points of their statements verbatim. Thank you.

Mr. **WILLIAMS**. Mr. Stewart, I believe in your testimony you noted that the college board began almost 90 years ago. During that time, as I understand it, the board has been aggressively seeking better ways to smooth the transition from secondary to postsecondary education for American students. The students I have talked with about this legislation expressed as one of their two major concerns, the other being financial, that the Nunn/McCurdy legislation might create a delay on their entry into college, and that would so disrupt the transition that many of them believed they would never go to college.

Now in one way that seems to indicate to me that perhaps moving from high school to college is more a matter of momentum than motivation, for some, I think it was for me, but none the less, surely the college board has considered that difficulty, because you have given yourselves that primary charge of working through the transition for these students. Would you comment on your thoughts or the college board's thoughts, with regard to that possible effect of that delay time?

Mr. **STEWART**. Yes, sir. There is something to the momentum argument and it should not be minimized. I have a feeling that many of us just kept going because we were going and thank God we did. First let me say, I think Ms. Manley put her finger on one of the major problems, particularly for low-income students, many minority students for whom college will be the first college experience in a family.

The delay could be fatal. They need support, they need encouragement, they need to keep going and to be well prepared for the college experience. They are often wanting to go to college not sure of the benefit or the payoff that college will offer and the delay might well see them moving off and gently into jobs, dead-end jobs, of indebtedness because of a house purchase or whatever.

It is also, I think, a matter though of the nature of preparation of college. It is awfully helpful and meaningful that senior year in high school to know that you are going into college, and that is the pot of gold, if you will, at the end of the rainbow, that you are taking courses in algebra and trigonometry and calculus or English or history, because you are building these steps.

They are pieces that are being put under you as you prepare to go into college. If you are preparing to go into a two-year hiatus, I think there would be indeed a negative reaction, and a negative impact on motivation.

The high school-to-college transition, which is the college board's reason for being, is a natural progression. We see the close linkage between high school and college. We also know that in the next century, if not by the end of this century, there will be very few jobs of any meaning in this country that do not require at least one year of college. We would hate to see young people disadvantaged, further disadvantaged in many instances, by not making the leap, if you will.

So the college board is committed to bridges, bridges through our financial aid services, bridges through our assessment programs, bridges through our counseling and guidance programs, because crossing that bridge, even if a student needs further maturation in an affective sense, but getting that student over that bridge cognitively and well prepared for college work, is very critical at that point in a student's life. So, I would say push ahead. Thank you.

Mr. **Williams**. Thanks to both of you. You have been very helpful. Thank you.

Mr. **Stewart**. Thank you.

Mr. **Williams**. I will ask the members of our third and final panel to join us here: Mr. Meisel, Mr. Azcarate, Ms. Taylor, and Ms. Lynch. Ladies, I understand that you are both current students, is that correct?

Ms. **Taylor**. Yes.

Mr. **Williams**. Identify yourselves for me. We do not have the name plates in front of you so——

Ms. **Lynch**. Genevieve Lynch.

Mr. **Williams**. You are Ms. Lynch, all right.

Ms. **Taylor**. I am Martien Taylor, a senior at Yale.

Mr. **Williams**. Let's begin this panel in hearing from our two students first—Ms. Lynch, why don't you proceed.

STATEMENTS OF MS. MARTIEN TAYLOR OF YALE UNIVERSITY; MS. GENEVIEVE LYNCH OF THE VOLUNTEER ACTION COUNCIL, UNIVERSITY OF RICHMOND; MR. FRED AZCARATE, PRESIDENT, U.S. STUDENT ASSOCIATION; AND MR. WAYNE MEISEL, CAMPUS OUTREACH OPPORTUNITY LEAGUE

Ms. LYNCH. I am here today representing the University of Richmond and the Volunteer Action Council, which was formed two years ago by myself and a fellow student. We began our work three years ago by working a year in the field to understand the needs that were in our community so we could bring them to our campus.

We started the movement because we saw a potential of all our fellow students. We knew it was in our hearts, and we knew that other students had that as well. We began networking students through agencies to fit their talents, time and interest. We allowed others to join to share their ideas, dedication, and dreams. Our strength and numbers have increased, increased considerably in the last two years.

The volunteer action council is recognized on campus as an important, independent and strong organization, and a place where people can invest what comes naturally to them, and take ownership in. This year we now include 17 agencies which we work through 20 program coordinators, who network students into these specific agencies and over 150 weekly volunteers. We have many one day in advance. In one specifically, "You Are the Difference Day," we completed 817 hours in one afternoon, among all the different students out in the community.

The Volunteer Action Council has come to understand that if students are given the chance to express and use initiative and create with their own wills, programs will grow and community service will prosper. This is the essence of youth service.

I have seen that the influence and energy of students is an untapped resource which simply needs the channels as well as support from each other, and those that convey their belief in funds. The Volunteer Action Council has accomplished great things, through student leadership, commitment and energy, encouraging and organizing agencies and through individuals and groups who show their support and belief in our work, through needed funds.

Our efforts have often been rekindled and increased throughout this type of support since it enables us to see our dreams come alive and truly understand the good we are accomplishing. I recently have been fortunate to work on a project named Virginia Cool, which is an outreach of the Campus—Outreach Opportunity League.

This is a dream on the state level, in which we are submitting a grant to the Dupont Foundation so that we may network statewide. The fact that we are considered for the project proves our capabilities to create a viable program. As I said before, the initiative includes networking community service projects statewide.

The process is still in consideration. We have not heard back, but the efforts look like they would do much good for this service in the commonwealth and has already added much motivation and excitement to the students who are able to work on it.

Students need only the chance to show the good they can accomplish. We have no strings attached, with nothing to prove. Students are dreaming with clear visions and goals, and to do and have the capabilities to begin valuable projects and see them through.

Programs are needed that will allow students to feel a part, feel they can contribute and take ownership of. Students are willing to take on the responsibilities of proving themselves as leaders and active citizens. Students and their efforts do not flourish with programs that ask for something in exchange.

This only stunts creativity, gives them distorted vision of their ideas and work. The individual's will to see great things happen, thus is diminished. Youth must be invested in. Their input and energy remain untapped resources which is too bad, since they are the most valuable resources alive today. Youth only need the means to grow, to give, and to act. We are serving now. We do not ask for recognition of our work, only the support and belief that by taking ownership, we may gain respect and make things happen.

For myself, all this has proven my place in the human service field. It has made me believe in myself and my potential to add worth and make progress in the service field. I have been and will continue to dedicate all of myself to these efforts. Through being given the chance to prove to myself and others the value of human service, it has become clear that I will continue my work long after college.

There are many people whose potential and value will not be found, simply because they were not given the chance to see it by dreaming and being a part. Youth deserves the chance to develop this within themselves, while our community needs us to happen. Thank you.

[The prepared statement of Genevieve Lynch follows:]

TESTIMONY OF

GENEVIEVE LYNCH
UNIVERSITY OF RICHMOND
VOLUNTEER ACTION COUNCIL

WEDNESDAY, APRIL 19, 1989

COMMITTEE ON EDUCATION AND LABOR
U.S. HOUSE OF REPRESENTATIVES

To accomplish great things we must not only act but also dream, not only plan but also believe.

With this in mind, the Volunteer Action Council at the University of Richmond was founded two years ago with the initiative, energy, and dedication of two students. I was one of these students. Our dreams were very simple and carried out with much responsibility, enthusiasm, and success. We saw a need and decided to fill it. Our dedication was to a cause, and our drive came fron within us. This enabled us to start a movement on our campus and tie into the national movement which gave us added motivation and direction.

Our program is different from many programs around the country in operations, while in theory we all have a common bond. The Volunteer Action Council prides itself on student leadership and involvement. We function on the time, devotion and commitment of students. Our strength for two years has come from this and we do not see it ending in the near future. We are gaining support and numbers as each semester opens and closes. We have seen great things come from our work, and have learned a very important fact; that if students are given the chance to express and use their innate initiative and create with their own wills, programs will grow in strength and numbers. This fact is very necesary to understand the movement of youth service. Students need to be given the chance to dream, to be given the support and belief of others around them, create something which they can take part in, make it work and expecially take ownership of. There would be much more involvement, accomplishment and progress in the area of community service in our country.

Our program is working, through student's efforts. These students saw for themselves a need and seized the moment. We were most fortunate to have access to individuals who believed in our dreams and more importantly in us as students, leaders and active, viable citizens. They recognized our efforts with funds, which were given freely, as an expression of their support and belief in our programs. This helped our programs grow in size and effectiveness, not to mention the help it gave us as it increased our motivation and excitement. Students work with a drive and enthusiasm which can be measured through volunteer hours, successful programs, and all those in need we touch. The Volunteer Action Council was formed with the idea that anyone can get involved and find a place in the community where they feel they can contribute the most. This has given our council considerable prosperity with all the individuals we network into the community. Because we are students, we set an example and provide and promote a clear channel for other students to follow. We find that we are constantly approached by interested individuals who find it very easy to identify and approach us. We try to make it very clear that community service is very much a part of us and what we, as students and active citizens stand for. Community service is an activity we don't have to do and thus are able to give ourselves freely and wholeheartedly. This makes us feel so good and makes us feel important, as well as proud of ourselves, the community we serve and the country we live in. We have made great strides on our campus and in our community through 17 agencies, 20 program coordinators, and 150 weekly volunteers. Our special events have included up to 265 people in one day, contributing 817 hours of community service, and collecting 1200 aluminum cans. Our programs deal with different concerns ranging from AIDS victims, animals, and the homeless, to Boy's Club, Children's Hospital, and the Association of Retarded Citizens.

The program has grown in magnitude, and for us as students we understand that we have been most fortunate to have had the chance to dream, make a difference, and be a part of a cause which challenges us and gives us the energy to go forth with determination. I have been most fortunate to have had this experience and have seen the benefit in so many ways for myself, my community and all those who have joined the Volunteer Action Council. These individuals who have joined the Volunteer Action Council have shown undeniable commitment, and are able to find for themselves, as well as those they serve, so much joy and rewarding experiences. Our work and efforts are growing every day with flourishing motivation and force.

I have been most fortunate to have dreamed on the state level of community service as well. I, along with two students, wrote a grant to set up a network of all community service efforts in the State of Virginia. We were encouraged by COOL (Campus Outreach Opportunity League) and the Jesse Ball Dupont Foundation to submit a grant. They understood our involvement and believed that we were most capable of not only dreaming, but forming and actually putting a viable program together to implement state-wide. This kind of support enabled us to grow and learn in ways we did not think possible. It gave us an enlightened sense of ourselves and a greater appreciation and understanding for the extent of our work.

The interaction with this type of work gives students the needed recognition of their significance and allows them to further themselves and all programs they believe in. Students are dreaming substantially and do have the capabilities to see them through. They need to be given the chance to see them through. They need to be given the chance to be a part, and express themselves, not in exchange for something, since this may distort their vision of service and their role. We need programs that allow students to play their part where they see fit and where they feel comfortable. Students need to be given the time to create and see for themsellves their capabilities in the area of community service as well as take ownership. Students must feel the responsibility, the support and belief right from the beginning, this in turn will enable incredible initiatives, with clear ideals and solid means as well as ends. Students are giving of themselves and are willing to work for the betterment of their community. They need clear channels through which they can work, channels that are not two ways, which ask for something back, because this only takes away from the efforts and stunts creativity and the individual will to see it happen. Our youth, their input and energy are untapped resources which when given a chance, may prove to be the most valuable resource alive today.

Mr. Williams. Ms. Taylor, before you begin and because I have to relinquish the chair for a few moments and I hope my friend, Congressman Owens, will take the chair for me, I have some constituents who are in the other room here and I have to go, but let me before you begin because I do not want to miss an opportunity to ask both of you a question.

Ms. Lynch, you have well-stated the desire of you and I think many young people to be involved in service to their fellow citizens. One of the pieces of legislation we are considering would say to you or any young person, you may not be included in this, but any young person who cannot afford to attend college, you are required to provide that service to the country, you are required to, in effect, work for the government in order to earn grants or loans to attend college.

It is that element in the legislation that many of the witnesses today have questioned. Would both of you speak to that? Are you concerned about that? Do you tend to be supportive of having to earn your way before you are provided with the student financial assistance benefits or do you think this is a type of entitlement that really ought to be earned by young Americans?

Ms. Lynch. I do not see a need to earn. I think the dreaming that they do earns them that. I think it is an important fact to consider the needs for financing for educational purposes. I have a problem with asking to serve for something else. I think it takes away from their own initiatives and their own dreams. I think that is asking for something in the way of service.

Mr. Williams. Ms. Taylor?

Ms. Taylor. Actually, if I could split your question up into two, I think the bill addresses two aspects. One is whether you can get something for nothing, an education. We have heard many witnesses today that say, no, drafting of certain population to pay for their education just isn't equitable.

The second thing that the bill claims to focus on is establishing national service and you don't establish a sense of national service by drafting a certain population to do it. That is not, you know, encouraging national service. That is imposing national service. So, I would say that the bill fails on both accounts and I can tell you from speaking with other students that they are not too happy about it.

Mr. Williams. Well, Ms. Taylor, why don't you proceed with your questions and I appreciate the panel's patience while I interrupted.

Ms. Taylor. My name is Martien Taylor and I am a senior at Yale University. I come to you as one of the many thousands of students who have committed time after school, on weekends, and over vacations to volunteer in the community.

Since high school, I have tutored kids and worked with homeless people. There are students like me all across the country. In the fall of 1987, I and students from 60 different campuses, coordinated a national commitment to serving the homeless people in our community.

Last year, I took a semester off from school to travel across the country to examine and write about the different ways in which students have responded to the needs of the homeless. From New

York to California, I learned that student response has been sensitive, creative, and timely. When students from the University of Pennsylvania realized that there was no local soup kitchen to serve lunch to the hungry and homeless, they decided to open their own.

Faced with the difficulty of finding a building in which to house their program, they had the bright idea of renovating a bus which they now drive around Philadelphia, feeding the hungry. Nearby at Haverford College, students extend the benefit of their job hunting skills to train and help homeless people find employment of their own.

Organizing students across the country, I have seen how the community service movement has grown in the past few years. Students not only serve, but they lead in the struggle against hunger, homelessness, illiteracy, and environmental pollution. At Yale, since 1980, the number of volunteers has quadrupled.

Two thousand, two hundred people, about half of the student body volunteered their time in New Haven. This increasing student commitment may seem in Congress with the media stereotype of college students as apathetic and materialistic. You may not have noticed us. Our movement has grown slowly, one student at a time, one campus at a time.

Ours is a movement characterized by a firm belief that lasting change comes through personal interaction. You begin to combat illiteracy when a child learns to read through the care and patience of a volunteer's commitment.

We believe in effecting national change by grounding our actions in the understanding and sensitivity that come from personal relationships in the community. Two out of three Yale volunteers work one on one with New Haveners through big brother, big sister, tutoring and job training programs.

We are not only affecting the lives of others, but are profoundingly changing our own lives. Volunteering is a mutually, empowering experience, but this experience cannot be coerced. It must be cultivated from student initiative.

A sense of civic responsibility is not created by a bureaucracy. It will only grow by encouraging individual student leadership. The Nunn/McCurdy Bill by making a two-year civilian or a military service stint the price of college tuition changes the definition of service from the process of helping others to a chore one must fulfill before going to college.

Community service becomes a price you pay, not a lesson you learn. The bill won't encourage a universal spirit of service because it will only affect those who cannot afford to go to college. The Nunn/McCurdy bill creates a poverty draft. Community service becomes the privilege for the rich, but a punishment for the poor.

In addition, a community of people cannot be used as a training ground for citizenship and enlisting students to clean up parks and repair houses is one thing, but losing thousands of reluctant untrained volunteers to learn on people is not only irresponsible, but is dangerous.

Experimental learning in the chemistry lab is far different from interacting with the homeless child or a person with mental disabilities. You do not create a healthy sense of civic responsibility by focusing on quantitative questions like how many young people should serve and how long we should serve.

As the number of students involved in the community has grown, we ourselves have begun to focus not on the volume, but the quality of our service. That is, after all, the fundamental question, how shall we best serve.

We need to be sensitive to how service affects those who are served. A bad volunteer is far worse than no volunteer at all, and finally, a true commitment to national service isn't imposed on us, it is created by us.

The movement has grown thus far based on the value of individual responsibility to the community. As I had the opportunity to see the very best programs, the most effective, the most enriching are those initiated and run by students. The government's role is not to impose opportunities upon us, but to create them for us.

We want your help and your cooperation, but not your mandate. The government should provide more Federal funds for work study jobs so students can pursue community-oriented employment while in school. Also, by expanding loan deferral and forgiveness programs, those who are faced with heavy student loans, but who have the commitment to serve, can follow their hearts upon graduation and not give into the needs of their pocketbooks.

The government's role is to integrate service into our lives, to make a lifetime of service economically feasible for us all. Only then will a life committed to service be afforded the notability that it deserves. Thank you.

[The prepared statement of Martien Taylor follows:]

testimony of Martien Taylor, Yale '89
Wednesday, April 19, 1989

Committee on Education and Labor
U.S. House of Representatives

My name is Martien Taylor and I am a senior at Yale University. I come to you as one of the many thousands of students who have committed time after school, on weekends and over vacations to volunteer in the community. Since high school, I've tutored kids and worked with homeless people.

There are students like me all across the country; in the fall of 1987, I and students from sixty different campuses coordinated a national commitment to serving the homeless people in our community. Last year, I took a semester off from school to travel across the country to examine and write about the different ways in which students have responded to the needs of the homeless; from New York to California, I learned that student response has been sensitive, creative and timely. When students from the University of Pennsylvania realized that there was no local soup kitchen to serve lunch to the hungry and homeless, they decided to open their own. Faced with the difficulty of finding a building in which to house their lunch program, they had the bright idea of renovating a bus which they now drive around Philadelphia, feeding the hungry. Nearby, at Haverford College, students extended the benefit of their job-hunting skills to train and help homeless people find employment of their own.

Organizing students across the country, I have seen how the community service movement has grown in the past few years. Students not only serve, but lead in the struggle against hunger, homelessness, illiteracy, and environmental pollution. At Yale, since 1980, the number of volunteers has quadrupled -- 2,200 people, about half the student body, volunteer their time in New Haven. This increasing student commitment may seem incongruous with the media stereotype of college students as apathetic and materialistic. You may not have noticed us; our movement has grown slowly, one student at a time, one campus at a time.

Our's is a movement characterized by a firm belief that lasting change comes through personal interaction. You begin to combat illiteracy when a child learns to read through the care and patience of a volunteer's commitment. We believe in effecting national change by grounding our actions in the understanding and sensitivity that come from personal relationships in the community. Two out of three Yale volunteers work one-on-one with New Haveners through Big Brother/Big Sisiter, tutoring and job training programs.

We are not only affecting the lives of others, but are profoundly changing our own lives. Volunteering is a mutually empowering experience. But, this experience cannot be coerced. It must be clutivated from student initiative. A sense of civic responsibility is not created by a bureaucracy. It will only grow by encouraging individual student leadership.

The Nunn-McCurdy bill, by making a two year civilian or military service stint the price of college tuition, changes the definiton of service from the process of helping others, to a chore one must fulfill before going to college. Commmunity service becomes a price you pay, not a lesson you learn.

The bill won't encourage a universal spirit of service because it will only affect those who cannot afford to go to college. The Nunn-McCurdy bill creates a poverty draft. Community service becomes the privilege for the rich, but a punishment for the poor.

In addition, a community of people cannot be used as a training ground for citizenship. Enlisting students to clean up parks and repair houses is one thing, but loosing thousands of reluctant, untrained volunteers to learn "on" people is not only irresponsible but dangerous. Experiental learning in the chemistry lab is far different from interacting with a homeless child or a person with mental disabilities.

You do not create a healthy sense of civic responsibility by focusing on quantitative questions like how many young people should serve and how long we should serve. As the number of students involved in the community has grown, we ourselves had begun to focus not on the volume but the quality of our service. And that is, after all, the fundamental question: How shall we best serve? We need to be sensitive to how service affects those who are served. A bad volunteer is far worse than no volunteer at all.

Finally, a true commitment to national service isn't imposed on us. It is created by us. The movement has grown thus far based on the value of individual responsibility to the community. As I had the opportunity to see, the very best programs -- the most effective, the most enriching -- are those initiated and run by students. The government's role is not to impose opportunities upon us, but to create them for us. We want your help and cooperation, not your mandate. The government should provide more federal funds for work/study jobs so students can pursue community-oriented employment. Also, by expanding loan deferral and forgiveness programs, those who are faced with heavy student loans but who have the commitment to serve can follow their hearts upon graduation and not give into the needs of their pocketbooks. The government's role is to integrate service into our lives -- to make a lifetime of service economically feasible for us all. Only then will a life committed to service be afforded the nobility that it deserves.

Mr. **Owens**. Thank you. Mr. Azcarate.

Mr. **Azcarate**. Thank you. I would like to thank you, Mr. Chairman, and the other members of the committee for the opportunity to appear before you to discuss the issue of national service. My name is Fred Azcarate and I am president of the United States Student Association.

We are the largest and oldest national student advocacy organization in the country representing over two million students on different campuses nationwide. Today, i would like to provide the perspective of those most likely to be affected by passage of any national service initiative—students and young people.

USSA is opposed to any national service program that will link the receipt of student aid to national service. We believe the Congress created the present need-based student aid system to give students the opportunity to attend institutions of postsecondary education.

All of you here today in the Congress as a whole recognize that by investing in financial assistance for students who would otherwise be unable to afford college, the entire nation would benefit. Student aid awards are already failing to keep up with the increasing cost of living and tuition.

Many of the national service bills, by creating uniform education benefits, regardless of individual need to students performing service, will channel even more funds away from need-based aid.

Whenever the government uses student aid as a tool to achieve a specific agenda, it is manipulation of our low and middle income students to take certain actions while those fortunate enough to attend college without Federal assistance remain exempt.

The various national service proposals are based on certain assumptions, assumptions about our student youth population, about the nature of our current student aid system, and how best to meet the unmet social needs of our country. Today I would like to question some of those assumptions.

There is a lot said about my generation. All too often by those in another generation and they say that we are apathetic, that we only care about our economic self-interest, that we have no desire to serve anyone but ourselves.

Well, I am here to today to say that those pat analyses which attempt to pigeon hole my generation as a root of American apathy are simply untrue. The reality is that many students and young people are already engaged in service to their campuses, communities, and the nation as a whole.

A recent survey published by the American Council of Education and the University of California at Los Angeles found that 43 percent of incoming first-year students had volunteered in the last year. A 1985 Gallup Poll showed that 18-24 years olds volunteered at approximately the same rate as 50-64 years olds.

These figures point to the fact that students and young people are already devoting substantial and effort to serving the needs of society. I am sure as we have already heard from Genevieve and Martien what students are doing and what they are doing on the campus by volunteering their time, I think students and young people are also involved in activities traditionally not considered service that do provide a service to our country.

Many students are working to combat apathy and involve ever greater numbers in the political life of this country. For example, every year students and young people by the thousands work in various non-partisan voter registration efforts.

This past fall USSA coordinated a 35-day bus tour that involved students in voter participation activities in 37 states. USSA, our member state student associations, and student governments educate students in the skills of citizenship. By doing so, we hope to help make our democracy work for all the nation's citizens.

Many of the national service initiatives are predicated on the belief that the volunteers will be drawing from the pool of youth who have just finished high school and are immediately enrolling in postsecondary education. The assumption that our colleges and universities are solely comprised of 17 and 18 years old fresh out of high school is outdated.

Forty percent of all undergraduates in 1986-87 were over the age of 24. Thirty-nine percent of all students attend school on part-time basis. We can no longer assume that students are a monolithic group. Many students may be older. They be heads of households or single parents.

It is not that these individuals have no desire to volunteer. Many of them simply cannot serve on as large a scale as some of the service bills would have them do that we should qualify for certain educational benefits.

Now, proponents of this certain legislation that tie student aid to national service assert that the current student aid system has become dysfunctional. Dr. Charles Moskos, often referred to as the "godfather" of national service, has time and time again pointed to declining African-American and Latino rates of enrollment to illustrate the problems with our current Federal financial aid system.

Well, the problem is not in the programs themselves, but how their funding has failed to keep pace with the rising cost of living and tuition over the last decade. Not only that, but what aid does exist has shifted dramatically from grant to loan-based aid and I am not telling you anything you don't already know.

Our current financial aid system works. It just needs to be better funded. A prime example of the underfunding of our Federal aid programs are the TRIO programs. These programs are specifically designed to meet the needs of those students most at-risk, low income, first generation and students with disabilities.

Students who participated in Upward Bound and special services, just two of the TRIO programs, are more than twice as likely to earn college degrees as other non-participating low income students.

Unfortunately, these highly successful programs have never been funded to reach more than 10 percent of the eligible population. A recent Gallup Poll shows the relationship between the educational attainment and volunteerism. Only 25 percent of individuals with some high school education volunteer, while over 63 percent of all college graduates volunteer to help society.

Turning our backs on existing need-base financial aid is clearly the wrong way to promote a life long commitment to service by our citizens. USSA is strongly opposed to any service initiative that favors military service over community service.

Proposals like the Citizenship and National Service Act that provide more incentives to enter military service either by providing greater pay while in service or greater educational benefits raise questions of equity.

First, it is very likely that those from more disadvantaged backgrounds would offer military service simply because it would provide greater benefits. Second, there are those who would be prohibited from military service. Older students, gays, lesbians, people with disabilities, and single parents would be denied substantial access to the full benefits of the program if military service was emphasized.

Providing enhanced benefits for a particular type of service conveys the message that we as a country value that service more than the other types of service. I don't think we want to say it is more important to serve in our armed forces than it is to teach our youth to read or help provide for our homeless and hungry.

For that matter, we must be careful not to favor one type of community service over another. Another concern that we have is one of cost. It seems odd that we would make these programs, in essence, entitlements when we are not yet sure if they will work.

If the approximately six million students who are currently receiving some type of Federal financial aid were to perform national service under the Nunn/McCurdy Plan and were eligible for a $10,000 educational housing benefit, the program would cost about $60 billion.

At the $24 thousand benefit level, it would up the cost to $144 billion and, of course, these are the extreme cases but they do not take into account training, placement and overhead cost to administer the program.

These figures don't take into account the cost for loan programs that will remain in place to address financial need unmet by vouchers. Our challenge is to create a National Youth Service policy that allows our youth to reach their potential by giving them the opportunity to serve and not by forcing them to serve through economic coercion.

I would recommend a four-step plan for creating a National Youth Service policy: research, evaluation, pilot program implementation and ongoing development research. I urge the creation of a National Commission on Service charged with the compilation of all the current information available on national service.

The commission would also conduct further research in areas where data is lacking. Evaluation. The commission could evaluate existing programs, initiate ongoing discussions with a broad number of individuals and organizations. We need to talk to those that currently serve and those that are served by these programs.

Youth and students need to play a role as do educators in the creation of any national service program. Third, pilot program implementation. We need to test our ideas in the field by creating small, easily manageable pilot programs that can serve as models for future expansion and ongoing development.

Periodically, we need to reevaluate the program to ensure that it is fulfilling its stated purpose. As we examine the issue of national service, I believe it is important to think about what the goals of a national service policy should be.

It seems that much of the controversy surrounding this issue does not stem from the merits of service. There is a broad consensus that community service by people of all ages should be encouraged. The problem is that we may be trying to do too much.

If we want to encourage youth to serve, let's find out where they are serving now and help those programs to develop. If we want to end hunger, homelessness, and illiteracy, we must create jobs, build affordable housing and fund education, and if you want to provide postsecondary educational opportunity, let's increase funding for the programs you already have on the books.

I don't mean to say that our volunteers don't make a difference. Of course they do and the rest of my fellow panelists here have shown that they do, but we must remember that service cannot be the answer to all of our societal ills.

I thank you for involving students at this stage of the discussion on national service and I hope we can continue a dialogue on this important issue. Thank you.

[The prepared statement of Fred Azcarate follows:]

USSA "Organizing and Advocating for Students Across the Country"

US Student Association/1012 14th St., NW, Suite 207/Washington, DC 20005/(202) 347-USSA

Testimony of Fred Azcarate
President, United States Student Association
On National Service Proposals

Before the House Subcommittees on Elementary, Secondary, and Vocational Education; Human Resources; Postsecondary Education; Employment Opportunities; and Select Education.

April 19, 1989

I appreciate the opportunity to appear before you today to discuss national service, an issue that has recently received quite a bit of attention.

As president of the United States Student Association (USSA) I represent the oldest and largest national student advocacy organization, representing over 2 million students on different campuses across the country. Today I would like to present the views of my organization as they relate to the issue of National service and hopefully provide the perspective of those likely to be affected most by passage of any national service initiative - students and young people.

National Service or National Servitude?

One very disturbing aspect of many of the proposed national service initiatives is the linking of student financial aid to the performance of national service.

USSA is opposed to any national service program that would link the receipt of student aid to national service. We believe that Congress created the present need-based student aid system to give students the opportunity to attend institutions of postsecondary education. All of you here today and Congress as a whole recognized that by investing in financial assistance for students who would otherwise be unable to afford college, the nation would enjoy numerous returns.

In light of current federal budgetary constraints, you and many other members of Congress are struggling to fund student aid and other important postsecondary education programs adequately. Student aid awards are already failing to keep up with the increasing costs of living and tuition. Many of the national service bills, by granting uniform education benefits regardless of individual need to students performing service, will be channeling even more funds away from need-based aid.

Tying student aid to purposes other than postsecondary education is an ill-fated policy. Whenever the government uses student aid as a tool to achieve a specific agenda, it is manipulating low and middle income students into taking certain actions while those fortunate enough to attend college without federal assistance remain exempt.

National Service proposals like the Nunn/McCurdy legislation are based on certain assumptions about the student/youth population, the nature of our current student aid system, and how best to meet the unmet social needs of our country. Today I would like to question some of those assumptions.

The Myth of Student/Youth Apathy

There is much said about my generation (all too often by those in other generations). Many say that we are apathetic, that we only care about our economic self-interest, and that we have no desire to serve anyone but ourselves.

I am here today to say that those pat analyses which attempt to pigeon hole my generation as the root of American apathy are simply untrue.

Many of the sponsors of current national service initiatives claim that the impetus for these programs is the desire to mobilize my generation to meet the pressing military and social needs of our society. The reality is that many students and young people are already engaged in service to their campuses, their communities, and the nation as a whole.

A recent survey published by the American Council of Education and the University of California at Los Angeles found that 43 percent of incoming first year students had volunteered in the last year. A 1985 Gallup Poll showed that 18-24 year olds volunteered at approximately the same rate as 50-64 year olds. All of these figures point to the fact that students and young people are already devoting substantial time and effort to serving the needs of society.

And how are students and young people serving? Young people and students are involved in such volunteer activities as assisting the homeless, teaching others to read and working with people with disabilities. I am sure that my colleagues testifying here today will elaborate on how students are currently volunteering.

Students and young people are also involved in activities traditionally not considered service, that do provide a service to our nation. Many students are working to combat apathy and involve ever greater numbers in the political life of this country. For example, every year students and young people by the thousands work in various non-partisan voter registration efforts. This past fall USSA coordinated a 35 day bus tour that involved students in voter participation activities in 37 states. USSA, our member state student associations, and student governments educate students in the skills of citizenship. By doing so we hope to help make our democracy work for all the nation's citizens.

The Myth of the Traditional Student

Many national service initiatives are predicated on the belief that the volunteers will be drawn from the pool of youth who have just finished high school and are immediately enrolling in postsecondary education. The assumption that our colleges and universities are solely comprised of 17-18 year olds fresh out of high school is outdated. Forty percent of all undergraduates in 1986-87 were over the age of 24. Thirty-nine percent of all students attend school on a part-time basis.

We can no longer assume that students are a monolithic group. Many students may be older. They may be heads of households or single parents. It is not that these individuals have no desire to volunteer. Many of them simply cannot serve on as large a scale as some of the service bills would have them do if they wish to qualify for certain educational benefits.

The Current Federal Role in Postsecondary Education

Proponents of legislation that tie student aid to national service assert that the current student aid system has become dysfunctional. Dr. Charles Moskos, often referred to as the "godfather" of National Service, has time and time again pointed to declining African-American and Latino rates of enrollment to illustrate the problems with our current federal financial aid system. The problem is not in the programs themselves but in how their funding has failed to keep pace with the rising cost of living and tuition over the last decade.

In addition, the aid that does exist for postsecondary education has shifted dramatically from grant to loan based forms of assistance. In 1975, grants comprised over 80 percent of all financial aid. By 1987 grants comprised less than half of all student financial aid.

The Department of Education has estimated that 5-6 million students currently receive some type of federal student aid. Nearly half of federal aid is in the form of Pell Grants. Over 46 percent of the Pell Grant funds go to students with annual family incomes below $6000, and approximately 82 percent of the funds go to students with family incomes not exceeding $15,000 annually. One third of Pell Grant recipients are students of color and half are self-supporting.

Our current financial aid system works. It just needs to be better funded. A prime example of the underfunding of our Federal student aid programs are the TRIO programs. As you know, TRIO programs are special programs for students from disadvantaged backgrounds. These programs are specifically designed to meet the needs of those students most at risk, low income, first generation and students with disabilities. Students who participate in Upward Bound and Special Services, two of the TRIO programs, are more than twice as likely to earn college degrees as other non-participating low-income students. Unfortunately these highly successful programs have never been funded to reach more than 10 percent of the eligible population.

A recent Gallup Poll shows the relationship between educational attainment and volunteerism. Only 25 percent of individuals with some high school education volunteer, while over 63 percent of all college graduates volunteer to help society. Turning our backs on existing need based financial aid is clearly the wrong way to promote a lifelong commitment to service by our citizens.

The Un-Enrolled

Although I am here today to speak as a representative of those enrolled in colleges and universities I think that it is important to briefly talk about the impact that a national service policy might have on those who do not go on to pursue a postsecondary education. It is unclear to me that a voucher for $10,000 would be enough of an incentive to accept subsistence level wages and forego higher earnings. The reality is that national service may not be an option for many of our un-enrolled. Many may not be able to support themselves and their dependents on low national service wages. We need to devote time to develop programs that will truly reach out to our un-enrolled youth.

Other Concerns

USSA is strongly opposed to any service initiative that favors military service over community service. Proposals like the Citizenship and National Service Act that provide more incentives to enter military service either by providing greater pay while in service or greater educational benefits raise questions of equity. First, it is very likely that those from more disadvantaged backgrounds would opt for military service simply because it would provide greater benefits. Those from more privileged backgrounds would have wider options, assuming they had more resources to further their educations. Secondly, there are those who would be prohibited from military service. Older students, gays, lesbians, people with disabilities, and single parents would be denied substantial access to the full benefits of the program if military service was emphasized.

Providing enhanced benefits for a particular type of service conveys the message that we as a country value that service more than other types of service. I do not think we want to say that it is more important to serve in our armed forces than it is to teach our youth to read or help provide for our homeless and hungry. For that matter, we must be careful not to favor one type of community service over another.

Another concern that we have is one of cost. It seems odd that we would make these programs, in essence, entitlements when we are as yet not sure if they will work. If the approximately six million students who are currently receiving some type of federal financial aid were to perform national service under the Nunn/McCurdy plan and were eligible for a $10,000 educational/housing benefit the program would cost about $60 billion. At the $24,000 benefit level it would up the cost to $144 billion. Of course, these figures deal with the extreme case but they do not take into account training, placement and overhead costs to administer the program. These figures also do not include the costs for loan programs that will remain in place to address financial need unmet by vouchers.

Recommendations for Action

Our challenge is to create a National Youth Service policy that allows our youth to reach their potential by giving them the opportunity to serve and not by forcing them to serve. I would recommend a four step plan for creating a National Youth Service policy: Research, Evaluation, Pilot Program Implementation and Ongoing Development.

1. Research- I found a wealth of information on this issue while I was preparing my testimony. I also encountered some holes in the current body of knowledge on this subject. I would urge the creation of a National Commission on Service charged with the compilation of all the current information available on national service. The commission would also conduct further research in areas where data is lacking.

2. Evaluation- Next the commission could evaluate existing programs and initiate ongoing discussions with a broad number of individuals and organizations. We need to talk to those that currently serve and those that are served by these programs. Youth and students need to play a role as do educators to ensure that any national service program targeted toward youth and students will convey benefits over and above any monetary remuneration.

3. Pilot Program Implementation- We need to test our ideas in the field by creating small, easily manageable pilot programs that can serve as models for future expansion.

4. Ongoing Development- Once we find something that works we would be free to expand it. Periodically we need to re-evaluate the program to ensure that it is fulfilling its stated purpose.

Conclusion

As we examine the issue of national service, I believe it is important to think about what the goals of a national service policy should be. It seems that much of the controversy surrounding this issue does not stem from the merits of service. There is a broad consensus that community service by people of all ages should be encouraged. The problem is that we may be trying to do too much.

If we want to encourage youth to serve, let us find out where they are serving now and help those programs develop. If we want to end hunger, homelessness and illiteracy, we must create jobs, build affordable housing and fund education. And if we want to provide postsecondary educational opportunity lets increase funding for the programs we already have on the books. I don't mean to say that our volunteers don't make a difference, of course they do. We must remember that service can not be the answer to all of our societal ills.

I thank you for involving students at this stage of the discussion on national service, and I hope we can continue a dialogue on this important issue.

Mr. **Owens**. Thank you. Mr. Meisel.

Mr. **Meisel**. Congressman Owens, it is a pleasure to be here. I had the honor several months ago of testifying before you on the reauthorization of VISTA which I believe is a major piece of the whole youth service program.

Mr. **Owens**. You are the only one in the country who thinks that.

[Laughter.]

Mr. **Meisel**. Well, let's talk afterwards. I am with an organization, COOL, the Campus Outreach Opportunity League, a national effort that works to promote and support student involvement in community service and an organization which provides a platform for young people to take leadership in this service movement.

Today is a homecoming for me of sorts. It is a homecoming in one sense because I just returned here several hours ago from the People's Republic of China where I spent three weeks working with the All China Federation on the issue of youth service.

You may find it interesting that they are asking many of the same questions and struggling with many of the same issues. It is also a homecoming for me in another sense because six years ago, I came to Washington, D.C., after I graduated from college, filled with the impatience of youth and the idealism of youth.

I was in search of a way to promote and support the whole idea of youth service. I was encouraged to study national service, but left six months later, discouraged and realizing that national service would not happen at the Federal level at that time.

I went on to develop and work on developing local programs at campuses across the country. I learned something from all of that, that movements are not born in Washington, D.C. By the time they get there, they have already happened. Today I am both excited and apprehensive.

I am excited because the people, especially the young people have brought this movement back to D.C. I am apprehensive because we are at a crossroads and I only hope that we rise to the occasion.

The panels before me have suggested that there has been a real negative stereotype about young people. I encourage you to take a closer look. Idealism is the nature of young people. I will say it again. I always say it twice because people do not believe it. Idealism is the nature of youth.

Two of my heros, Ms. Taylor and Ms. Lynch are testimony to that. Robert Kennedy once said youth is the clearest mirror of our performance. This quote suggests to me that rather than blame students, we must realize that we have failed to develop and implement a successful youth service policy.

In our efforts to understand today's youth, we must believe in them and realize their desire and need to serve. Once we understand this can we move forward in developing effective policy. This country is in desperate need of an effective youth service program.

Young people are in desperate need of being challenged and supported in their efforts to serve. In creating policy, I would like to make five recommendations that I hope you will consider. One, we need to develop a comprehensive understanding of youth service at all levels.

Two, we need to support the development of local programs at the grassroots level through local grants. Three, we need to provide training and technical assistance for the support of local programs and for local and state leaders at the student, academic, administrative and community level.

While it may seem a simple thing to develop a community service program, it takes skill, expertise, and sophistication. Four, we need to ensure youth leadership and youth ownership. We must mandate youth ownership and youth leadership both at the local and national policy level.

I would encourage the creation of a national task force with at least 50 percent of the makeup of young people to help us, and guide us through this policy. You cannot have a youth movement with youth leadership. It will not work. We are dependent on the youth's creativity and energy.

Youth leadership provides authority among students and it establishes creditability amongst our elders. Five, we must establish quality controls, demand excellence, have high expectations, and hold people accountable. Too often I have seen schools support service initiatives when Federal or foundation money was available, but then reduce those programs once that money had stopped.

Too often I have seen well-meaning efforts by groups who have good intentions but are not willing to make the necessary commitments to have a successful initiative. National service has been on the platform on the agenda of American people for over 50 years.

In the abstract, it has brought support, but very quickly, whenever we begin to talk about the issue, the constituency quickly divides, divides over issues of whether to be mandatory or voluntary, should it be connected to the military, how should it be connected to job training, and in this instance, how does it relate to educational aid.

As a result, we have had a confused and, therefore, a failed policy on national service. We have been unable to design and articulate that policy and as a result, have not gained the support of the public or policy makers.

This failure has meant that this country has not had a youth service program, yet, we have incorrectly blamed young people for that. For many in our failure of developing a national service program, is a result of people's inability to understand what national service is.

National service is first and foremost a spirit. Once we understand that, we need to develop programs in response to that. National service is a call to service. The last person I have seen to invoke that was President John Kennedy who challenged young people, who believed in young people, who needed young people, and made young people feel needed.

Having done this, President Kennedy went on to develop programs. Today we need to develop a comprehensive youth service program, not run by the Federal Government, but supported and championed by it. National service needs to be a four-part program.

The first part is the school-based program, programs that are involved at the high school and junior high level. The second part is the college-based program. The third part is the corps programs that we see in San Francisco Conservation Corps or the City Volunteer Corps in New York City.

Finally, as you will be happy to know, Congressman Owens, it is the individual placement which I see VISTA as playing a major role in providing opportunities for young people to serve the way it once did twenty years ago.

To be successful in our policy, we must challenge all young people and create opportunities which enable all young people to serve. Each area needs to be part of the whole program. They are all connected to each other.

Where we often get into trouble in our struggle with national service is that we look only at one program. With a limited outlook, we create an unclear policy and this leads to program failure. The litmus test for any policy or program on youth service is that it challenge and support young people to serve.

It must be founded on a belief in youth people and a commitment to them. A problem that I have with many of the bills before Congress now on youth service is that they do neither. I feel this is especially true with the Nunn-McCurdy Bill. This bill does not challenge students. It does not inspire young people.

Instead, students view it as negative and coercive. I do not believe that the authors of this bill consulted with any young people because I have not met one person, young person, that thought the bill was a good idea and many of them are offended by it. To create effective policy, one must listen, investigate, and work with those people that it is going to mostly affect.

Nor does this bill support young people. It is not creating opportunities, but instead, trading educational support for service. I, myself, do not want to be associated with that at all. If you want to support youth service, please do so. Any effort which you will support and will help make that happen, we need.

If you want to reduce aid to education, then go ahead and do that, but don't do it in tying it to service. For many of these reasons which I have mentioned and because of the negative image of youth service that many have developed, especially young people, because of the Nunn-McCurdy Bill, I see it as the single most damaging act in the past five years that has worked to undermine the movement and undermine the work that I have been involved in.

In conclusion, I would like to suggest that we need a broad definition of service, that we need to create real opportunities for young people to serve. We need to create a clear policy. We need to get youth involved to meet the needs of our nation.

We need to prepare America for the future. We need to support youth leadership for today. We need Federal involvement and we need to show America and the rest of the world that the American dream, the American challenge, and, yes, the American hope is still alive.

My own fear is that if we fail to create an effective policy, we will blame young people. Remember this, if it doesn't work, it is because of bad policy, not because young people are bad. Thank you.

Mr. Owens. Thank you. Ms. Lynch and Ms. Taylor, or perhaps to all the panelists, first of all, I have a problem with the way community service is defined. I have a problem with defining the needs of certain parts of our population as belonging in the category of community service, rather than hiring the people necessary to meet those needs, but without getting too technical, let's take tutoring and helping the homeless.

Do you see enough volunteers coming forward to meet the need, anywhere near close to the need from your campuses? What percentage of the people on your campuses get involved voluntarily in providing this kind of community service?

Ms. **Taylor**. As I mentioned before, at Yale, at least, that type of one-on-one volunteering is the most popular. Two out of three of our volunteers or two-thirds of 2,200 people are involved in that one-on-one kind of tutoring.

I would say that——

Mr. **Owens**. So, two-thirds of what?

Ms. **Taylor**. Of 2,200 of our volunteers total. I cannot do the math in my head at the moment.

Mr. **Owens**. Two thousand two hundred is the size of the student body?

Ms. **Taylor**. No, it is the number of volunteers we have out of over 5,000 member student body.

Mr. **Owens**. It is close to half volunteer——

Ms. **Taylor**. Yes, it is a little under fifty percent. In my semester off when I was traveling to other campuses, I saw that, perhaps, the most popular programs were those one-on-one programs: tutoring, particularly since in college you are focusing on learning, so it seems a logical choice to send that learning out into the community and because homelessness has become such a terribly visible crisis in the '80s, homelessness.

What I have been excited about is not only that the students have been so willing to help, but that they have led in the struggle and that they have started programs on their own initiative. They see ten people being turned away from a soup kitchen and then the next week, they are out there handing out sandwiches.

They see beds being discarded by the university, and the next week, they are out there collecting them to distribute to people who are living in substandard housing. We compiled a book of all the different kinds of programs that students had developed to meet the needs of the homeless and it included about 25 program models with suggestions for many more and over 2,500 copies of that book have been distributed into student hands.

So, that type of volunteering is very popular. Sadly, to say, that it need be so popular, but it is.

Mr. **Owens**. Ms. Lynch?

Ms. **Lynch**. I have seen through the work that the Volunteer Action Council has achieved a need for students to find their own talents and through diverse divorce themselves from the campus and organize themselves and take a responsibility that sometimes the university does not give them.

I, myself, have worked with rape victims and I have found a great talent within myself and I have talked with a lot of students who have gained great respect for themselves and, yes, a one-on-one is something that works incredibly well and people keep coming out to see where they fit and we constantly have people looking for that for themselves.

Mr. Owens. What percentage of students on your campus volunteer?

Ms. Lynch. We have a population of 2,500 and I would say we have at least one-third throughout.

Mr. Owens. About one-third?

Ms. Lynch. Yes.

Mr. Owens. Mr. Azcarate, is the pattern across the country the same when you leave the Ivy League schools where the heavy proportion of middle income students; do you find that the volunteer rate is high in state schools and other schools across the country?

Mr. Azcarate. I think you do. I think that where the programs exist, there are students volunteering. We have to take into account though that 61 percent of students are also working to put themselves and help put themselves through school.

I mean, when we talk about fostering opportunity to volunteer, we have to foster development of this campus, this program, so that people who don't have to work, people that don't have to hold two or three jobs, they have that kind of opportunity.

Mr. Owens. I hope you understand I am playing the devil's advocate, put myself in the place of those people who support Nunn-McCurdy, who say that we have lost that spirit and there are a lot of needs that need to be met out there by volunteers and they are not being met, so we have to have a mandated youth service program in order to meet those needs. Mr. Meisel, you said Nunn-McCurdy is the single most damaging act of the last few years in terms of the spirit of volunteerism.

Do you want to elaborate on that and address yourself to the question that I just put, the charge that is being made that most, a large proportion of students, are not volunteers and America does not have a spirit of volunteerism anymore and doesn't even want to pay taxes, so we can hire people, so they have all of these things that are put in the category of community service and which now are not getting done?

Mr. Meisel. I think there are a couple of issues and one is that, we talk about community service and how do we define that and that has been a problem that has plagued the industry of volunteerism, community service, national service forever.

One of the things that I had challenged this committee and this United States Congress to think of is having a broad definition of what community service is. Community service is not just volunteering. If you look up the word volunteering in the dictionary, it never says, "I will do something for free." It says, "I will do something out of my free will."

When people talk about, oh, it is only—we are talking about volunteering where you don't get paid anything. That is a very, I think, classist and racist way to look at service. There are a lot of students, particularly minority students, that have to work for their education.

What we need to do is create opportunities for all different kinds of people to serve. That might mean that people need work study money. It might mean that they need a small stipend, but if a student is working, a minority student that is on work study is working at a boys' and girls' club five hours a week and there is another student, a white student, that does not need or does not have that kind of work study allotment, all those people are doing national service.

I think it is unfortunate and I think it is very detrimental that we make those distinctions. We have to have a broad definition of what community service is. If it means—it has nothing to do with people's spirit, whether they want to serve, it is whether—are they able to serve and what we need to do is create policies which enable and challenge those people to get involved.

If we do that, we will come up with an effective program.

Mr. OWENS. Thank you. Mr. Hayes.

Mr. HAYES. Mr. Chairman, I would like if Mr.—pronounce your name, Fred, what is it?

Mr. AZCARATE. Azcarate.

Mr. HAYES. Azcarate. Identify your school from whence you graduated for me, please.

Mr. AZCARATE. State University of New York at Bigleton.

Mr. HAYES. All four of you, I want to compliment you for your testimony. There is no question about it and not only your testimony, your involvement in the areas of concern to me personally and to members of our committee here.

Some of you are either attending, graduated from schools that are conceptionally very prestigious. Yale University, I know is one that has always been viewed as one of the top institutions. Harvard being another one and certainly my obvious question is, have you been benefactors or are you currently recipient of any student aid programs?

Mr. MEISEL. I just finishing paying off my last student loan about three months ago.

Mr. AZCARATE. No, I am not at this point.

Mr. HAYES. You made mention, Mr. Azcarate, of a question that has been a very—deep concern. In 1975, I think it was in your statement, 80 percent of the students were recipients of a grant program.

Now, some years later, last year or year before last, we find that it has been switched over now, benefactors of student loans which they had no resources to repay in the beginning which was known. Yet, this has been used by some of the members of this body of which I am a part.

There is a reason for reducing Federal aid because of the default rate on student loans. Do you think that is by design rather than sincerity and really trying to help students who need help?

Mr. AZCARATE. Well, I am not going to question the motives of any of the members of this body.

Mr. HAYES. Are you a future politician?

[Laughter.]

Mr. AZCARATE. But it is clear that when we set up our need-based financial aid system, that we wanted our grants to go to our neediest students and when our loan programs benefit our low and middle income students, when we switch the priorities in that, in the funding of these programs, we have lower income students who should be getting grants to begin with, getting loans and then saddled with enormous debts coming out of higher education or not even entering higher education because they didn't believe that they could ever get out of the debt that the student's loans have put them in.

So, I think if we look at where our policy—how it started and went back to that and refunded it back to those levels, we would have a less of a problem with our loan indebtness at this point.

Mr. **Hayes**. Do you have a comment on this?

Mr. **Meisel**. I think what is interesting is that I think the student loan program, people graduate from college, they don't think they owe their country anything, they owe the bank and they spend the next five or six years paying back the bank and I think that you are right in the fact that I never saw Pell Grants as an entitlement.

I saw them as scholarships and I think that a lot of people are viewing these Pell Grants, as they are the reason why students are ungrateful because we are handing things out to them.

Mr. **Azcarate**. I think that also that a lot of unfortunate people have the notion that higher education only benefits the individual that is receiving that education and, yet, it is clear that an education citizenry is like the cornerstone of our democracy.

If you want an effective democracy, I think we want an educated populous and that is why that I think that is a philosophy behind our need-based financial aid system, behind having our grant system.

Mr. **Meisel**. I would just add that to have that educated democracy, we need to provide opportunities for young people to serve and so, along with that aid-base, we also need to have opportunities for service and what is so divisive about the Nunn-McCurdy it trades one for the other and puts friends against each other.

Mr. **Hayes**. Which is a partial answer to my final question, Mr. Chairman. Am I correct in assuming that each of you see the Nunn/McCurdy proposal as a detriment rather than a help to the economic and disadvantaged? Am I correct in assuming that?

Mr. **Meisel**. I tried to make that clear.

Mr. **Hayes**. You did. You made it very clear. I wish it was possible that the other 433 members of this House of Representatives, of which I am a part of, had an opportunity to witness the testimony that I witnessed today from you students here.

I said 433 because we have one vacancy to be filled, I think, in the state of Wyoming.

Mr. **Meisel**. Well, if you can arrange it, we will all show up.

Mr. **Owens**. Ms. Unsoeld?

Ms. **Unsoeld**. Thank you, Mr. Chairman. I think that the group of us that are here are here because we believe in young people and maybe that is what kept us here to the end of the meeting and that has certainly paid off because this has been an inspiration.

I would like to say that young people not only can challenge us, but also lead us and I think you have done some of that today. I personally am here as a politician and in the Congress because about 20 years ago, my eldest at about 16, when we were frustration over something that needed to be improved in society and he finally turned to his parents and said, "Okay, mom and dad, what are you going to do about it?"

How do you meet that kind of a challenge. So, keep on your challenging us and your inspiring us and I am awfully pleased that in a few years, you are going to have many of the responsibilities because I know you will carry them out very, very well. Thank you for being here.

Mr. **Owens**. I also want to thank you and assure you that although we cannot arrange for all the members to be here, the next best thing is to get your testimony on the record——

Ms. **Taylor**. I am sorry. I forgot to mention at the end of my testimony, that I wanted to submit a declaration that was put together by representatives from eight different universities on their views of community service.

Mr. **Owens**. Without objection, it will be entered into the record.

Ms. **Taylor**. Thank you.

[The material referred to follows:]

A DECLARATION FROM PHILADELPHIA

By students representing the eight Ivy League universities
April 9, 1989

While we meet in Philadelphia, decisions and assumptions are being made in Washington about national youth service, without any significant input from youth. In order to develop an effective national service program, the interests and opinions of those who will serve must be considered. Because these proposals will affect our generation so profoundly, we cannot afford to remain silent.

We therefore declare:

- **That a national service program should be created to promote, encourage, and support public and community service.**

The federal government needs to implement a national service program that meets the needs of a broad spectrum of the American citizenry. Currently, our country recognizes the potential of public service as a vehicle to confront the manifestations of our many social problems. However, national service should exist as a supplement to, not a replacement for, comprehensive government policy that involves long-term solutions that attack the causes of social ills.

- **That mandatory national service will have detrimental effects on the quality of service provided and will likely prove infeasible to implement.**

Obviously, an increase in effective public service would be desirable. If the most productive method of increasing quality public service involved a greater recruitment of participants, mandatory recruitment would be the best answer. However, policies that mandate service will inevitably generate resentment and lead to a weakening of the commitment to public service programs. Also, disgruntled participants are likely to transfer their negative feelings to the people whom they are supposed to be serving, thereby effectively undermining the very purpose of public service. Therefore, discussion of public service policies should include an examination of the effects of programs on their intended beneficiaries. Moreover, policymakers should realize that the current system of volunteer placement does not have the capacity or ability to accommodate the large onslaught of public servants that would result from mandatory service requirements. Among those who perform public service, there is little doubt that quantity cannot answer qualitative questions.

- **That this program provide financial incentives -- such as educational stipends or housing vouchers -- comparable to the incentives offered to those engaged in military service.**

We recognize that active military recruitment currently provides young people with substantial monetary incentives in the form of stipends. However, we believe it is imperative to create an equal commitment to voluntary civilian service through equal student stipends and equal financial incentives. Equal incentives recognize and establish that community service is as important as service in the armed forces.

- **That the focus of the federal work-study program must return to its original ideal: allowing students to serve as a resource to the community, rather than as a source of cheap labor for universities.**

We believe that the current work-study program has lost sight of its original intent. The work-study provision was designed to provide for experiential learning on the part of financial aid students through community service. Unfortunately, many universities use work-study funds to employ cheap labor on their campuses. We refuse to accept indentured servitude, neither through the proposed termination of need-based financial aid, nor through the continued use of financial aid students to subsidize cafeteria labor costs. Resurrecting the original concept of work-study will provide an opportunity for the students to gain an important educational experience, while fostering a sense of responsibility to the community of which the college is a part. It is time we moved financial aid students out of the dining halls and back into public service.

- **That an educated citizenry is essential to a democratic society and that service, therefore, must not be a prerequisite for important need-based financial aid.**

It is necessary to enable volunteers to meet the costs of higher education without making service a prerequisite for federal aid. We encourage programs that would provide stipends or vouchers for part-time volunteering. We realize the enormity of student loan default, but the proposed incentives would allow students receiving financial aid to participate in public service without being forced to work to pay for school instead. Vouchers should be versatile, redeemable for not only education and vocational training, but also for a down payment on a home.

- **That we eliminate economic barriers, such as debt burden, to public service activities and careers.**

At present, a disincentive exists for students to enter public service after graduation. For loan recipients, this disincentive becomes nearly insurmountable. The students are encumbered by substantial loans which require them to seek high-paying employment opportunities rather than to enter public service. There must be an equal opportunity for all students to enter public sector careers as opposed to engaging in short-term commitments to public service. Loan deferment and loan cancellation of Guaranteed Student Loans are therefore necessities in eliminating barriers to and providing equal opportunities for engaging in public service. Such programs of deferment and cancellation already exist for Perkins Loans, and should be expanded to include more financial aid students with the GSL. Substantial funding for restructuring student federal aid will enable more students to enter community service careers.

- **That in order to work *with*, instead of *on*, communities, public service projects must be initiated and developed by the people whose lives are directly affected by the services.**

When social programs are imposed by distant policymakers on Capitol Hill, there is little opportunity for self-empowerment, and there exists a possibility of serious harm. Government resources can be used most effectively by community-defined service projects that develop community-defined needs. When the government and other outside groups -- no matter how good their intentions -- insist upon applying their own solutions to problems in a community, the message extended is that people must trust their lives to strangers.

Through national service, the problems arising from socio-economic inequity can be addressed from a community perspective. We propose a national service program which emphasizes working with, rather than on, the communities involved. Given this framework, demonstration grants would be awarded to local organizations, and priority would be given to organizations which are representative of the community. Community, as defined here, includes the people affected by the programs. Any initiatives arising from outside the community must have support and input from local schools and neighborhoods in the process of planning and implementation. Special consideration should be given to programs already in existence, although new initiatives should also be encouraged.

To sensitize supervisors and volunteers to the unique identity of each community, mandatory training should take place before and during the service project. The training should be facilitated by members of the community's social welfare agencies. In order to achieve quality training programs, a sufficient allocation of government funding must be provided.

- **That a nonprofit, federally chartered trust be created to implement these proposals for national service.**

In order to protect the independence and integrity of implemented proposals, special attention must be paid to the source of funding. Therefore, we call for the creation of a federally chartered trust to coordinate volunteer activities nationwide and to serve as a clearinghouse for information on community service. A diverse board of trustees should be created and charged with the trust's administration. The board would receive public and private monies and distribute these funds to the programs under their auspices. Both the federal government and private corporations must play major roles in funding sustainable community-based service organizations.

- **That there is a great need for community service. Nevertheless, it is imperative to investigate the strengths and weaknesses of volunteer programs.**

Before we expand community service efforts, we need to consider thoughtfully the impact which service has on both the volunteer and the community involved. We fear that some efforts do have the potential for harm. Volunteering is not easy: it requires training, support, supervision, and reflection. There has not been sufficient research in these areas. Moreover, there is also a need for ongoing evaluation of community service programs. Universities are uniquely qualified to contribute actively to the body of knowledge in this field because of their capacity for research and the prevalence of volunteers on their campuses. A government concerned with national service should encourage and support the formation of linkages between universities and their communities.

As students of the eight Ivy League universities we have come together to present a unified position regarding national service legislation. Representing community service organizations, campus *governments, financial aid advocacy groups, and newspapers, this broad-based group seeks to voice student concern on the most prominent education issue facing the 101st Congress, an issue which directly affects us. While we cannot claim to represent the interests of all students, the aforementioned concepts reflect the growing commitment to public service on campuses today.*

Reg Brown	Yale
Elizabeth Butrick	Columbia
Margaret Chen	Yale
Pierre Dorancy	Penn
Kathy Duffy	Cornell
David Gartner	Brown
Mark Gordon	Yale
Kim Guida	Dartmouth
Nimrod Hacker	Penn
Michael Johnson	Harvard
Sandy Kandel	Yale
Shannah Kurland	Brown
Randall Lane	Penn
Liza Lavado	Darthmouth
Hans Nesseth	Princeton
Phillip Oren	Cornell
Theresa Raczek	Columbia
Mary Rotchford	Brown
Edee Saar	Brown
Wendy Shimelman	Brown
Susan Shons	Dartmouth
Theresa Simmonds	Penn
Vera Smith	Penn
Kenny Steinman	Dartmouth
Gwen Tuson	Penn
David Walsh	Cornell
Andrew Weaver	Princeton
Philip Wider	Penn

Mr. **Owens**. All your testimony, of course, will be on the record and I hope you realize that this is a very serious matter. Whereas most of the members of this panel agreed with you, there are a lot of people who don't agree, witness the fact that we have had a situation where there is a shift from more grants to less grants and more loans. The people on this committee fought very hard to keep it more grants and to have greater amounts of money appropriated for Pell Grant.

We lost. The idea that everybody should pay their own way led to more loans being made available. That same notion is very strong here in this Congress when it comes to certain groups. We didn't hesitate last summer to provide drought relief for agriculture business who gross up to two million dollars in income.

They rapidly approved that and rapidly there was no red tape. The money has almost all been spent by now. We are going forward to entertain a proposition, a bill from the president which calls for $157 billion bail out of the Savings and Loan Associations.

These same people have great difficulty in understanding what you said, Mr. Azcarate, that education is at the heart of our national security effort. We need the students, we need your talents, your brainpower more than you need us. The nation needs it.

That basic piece of reasoning, common sense, we can't get through—I haven't been able to get through yet—so we are going to need you. We are going to need you to mobilize other students and other people who minds have not been infected with this notion that suddenly we want to make everybody pay their own way.

The country cannot afford to give up anything to anybody in certain categories and it is a serious problem. Your testimony will be very useful. I hope you understand that there is a need to spread the word out there.

If you look at Nunn-McCurdy—the notion of it has done damage, the enactment of it is not so far fetched. They are pushing it from an interesting angle or it is basically, it seems to me, an education bill. It is in the category of education. It is the armed services people who are pushing it and they have a lot of power.

Just look at our national budget and you can understand how much power that people who are related to armed services have. I fear that power in ways in which that power may be used to push this notion on us if we don't fight it and understand it very clearly.

So, your effort being here today and testifying is very important in the fight against it. We appreciate it. Thank you very much.

The subcommittee meeting is adjourned.

[Whereupon, the subcommittee hearing adjourned at 12:56 p.m.]

[Additional material submitted for the record follows:]

STATEMENT OF FREDERICK S. KLINE, PRESIDENT, SOCIETY FOR EXCELLENCE IN EDUCATION FOR THE UNITED STATES HOUSE OF REPRESENTATIVES COMMITTEE ON EDUCATION AND LABOR

APRIL 19, 1989

Mr. Chairman and members of the committee, we are pleased that the various bills involving national community service recognize the importance of encouraging volunteer action. Of all the activities considered, a concentrated effort is necessary to greatly expand tutoring services. Tutoring is an effective use of time for students of all ages. Tutoring can prevent students from falling behind and being placed in a special education class. The cost to taxpayers is more than doubled by placing students in special education classes needlessly. Students with consistent attendance can achieve basic skill levels equivalent to the current national average for reading, arithmetic and composition for twelfth grade students at the completion of the eighth grade, with the benefit of tutoring.

College students who obtain grants should be required to tutor during the school year and receive academic credit. College students who are not eligible for grants can also receive academic credit for tutoring and be compensated considerably above the minimum wage. Flexible scheduling can be arranged to allow sufficient time to study for examinations and prepare term papers. Adequate compensation of college students is necessary to provide a large number of capable tutors during the hours a captive audience can be reached in the public schools. After school and weekend tutoring programs alone are not sufficient to educate our citizens at a level to keep America competitive in a world market. Retired teachers, other senior citizens and businessmen can also be invaluable resources as tutors.

Tutoring will also expand the eligible pool of young people to volunteer for service in the active and reserve components of the Armed Forces. Due to current low educational standards, less than 10% of the graduates of some high schools achieve a score on the Armed Forces Vocational Aptitude Battery (ASVAB) required for enlistment. In addition to tutoring, an expansion of the authorization for Junior Reserve Officers Training Corps (JROTC) units from 1600 to 3000 or more is in the national interest as many JROTC units already perform community service.

Students who participate in the high school program for three years are eligible to enlist in the Armed Forces at an advanced pay grade of E-3, on a full or part time basis. Most students and parents are unaware of JROTC benefits because their high school lacks the program or participation is not encouraged. This must be remedied because many students whose parents' income is too high for an educational grant can finance their college education by benefits available through the Armed Forces, while learning a marketable skill that can be used in civilian life.

The monthly subsistence allowance for college ROTC students should be increased from $100 to $250. This increase should accompany a requirement to tutor during the school year and receive academic credit also. Every effort should be made to match tutors with individuals they can benefit the most. Students who are not comfortable tutoring can perform alternative national service. Thank you for consideration of our statement.

TESTIMONY BY JULIE PLAUT AND KIM GROSE OF THE STANFORD PROJECT ON NATIONAL SERVICE
HOUSE OF REPRESENTATIVES' COMMITTEE ON EDUCATION AND LABOR
HEARING ON NATIONAL SERVICE
APRIL 19, 1989

Mr. Chairman, Members of the Committee and Staff, we are Julie Plaut and Kim Grose, undergraduate students at Stanford University and members of the Stanford Project on National Service. Active in direct community service and this public policy issue for the past three years, we began the Project in September 1989 under the auspices of the Stanford Public Service Center.

Stanford and our University President Donald Kennedy have been at the forefront of the college community service movement, calling for all students to become active in the community. Our own experiences and data from our survey of 1000 undergraduates have given us a perspective on the issue of national service that we feel is important to the current legislative debate. We are grateful for the opportunity to share with you the Project's views.

GOAL OF A NATIONAL SERVICE PROGRAM:

The goal of any national service program should be to meet community needs by increasing participation in community service. While not compelling service, a program should seek to produce more aware and socially responsible citizens.

We agree that national service is a good thing and that everyone should be involved. National service should not focus solely on students nor should it create a two-tiered system of citizenship where some participants are forced to serve out of financial necessity while others who are more financially secure have greater freedom to choose whether or not to participate. The government should encourage all young people to get involved in their communities and support the grass-roots effort nationwide to provide ample opportunities for young people to serve.

Contrary to many widely-held beliefs that the '70's and '80's generation is self-centered and materialistic, young people today are engaged in community service in all areas of social concern, from literacy to homelessness to conservation. For example, over 60% of the undergraduate students at Stanford volunteer in the community. More are not active in their communities because of structural barriers, not because they lack the interest and motivation. The most severe of barriers are financial disincentive.

In addition to this portrayal of students as self-serving, the present framing of the national debate reverses a two-hundred-year U.S. tradition: that public education is a public good in itself, and not a privilege. Taken together these two images present a generation that must be compelled to serve in order to receive an education. Not only do we believe this is not true and not good public policy, but our own experience and data support this belief.

While local organizations have sprung up all over the country to address the growing social needs, they cannot do the job alone. The federal government needs to take the leadership role of this movement by giving financial support to maintain existing programs and enhance the development of new ones, as well as helping build an American Service Ethic that would instill in citizens the value of social responsibility.

THE STANFORD PROJECT'S SURVEY ON NATIONAL SERVICE:

Data included in this report are taken from results of a March, 1989 survey of 1000 randomly selected undergraduates. The information used in this testimony are only preliminary results; final data will be available in late May.

Some relevant statistics on the student population as a whole include the fact that almost 70% of Stanford students are on some form of financial aid (whether student loans, scholarships, grants, or employment). Furthermore, over 60% of the entire student body participates in voluntary public service activities.

OUR SUGGESTED CRITERIA FOR ANY NATIONAL SERVICE LEGISLATION:

1. The program should not make financial aid contingent on service.

Any educational benefits earned through national service programs should supplement, not supplant, current programs of need-based aid. The present system is designed to provide equal educational opportunities to all citizens in accordance with the historical precedent of educational opportunities for all Americans. Any mandatory or inflexible service program would seriously undermine this principle. Current proposals favoring an entitlement program, where the poor must "earn" the privilege of an education and pay back any federal financial aid they receive, reverse a two hundred year tradition of valuing education itself as a public good to which everyone should have access. In addition, the linking of financial aid to service as the only form of aid for college perpetuates the inequalities that exist in this country by creating a two-tiered system. Those needing aid would be forced to postpone college for two years in order to serve, whereas the wealthy would be able to choose to attend college right away or to serve.

Among the students we surveyed, a national service program linking financial aid to service was generally acceptable, as long as it was one of many possible sources of aid, and not the only one. There was overwhelming support for a voluntary program which would be one form of financial aid: 89.5% of all respondents supported the idea, while only 1.4% opposed it. (Of those students currently holding loans to pay for their education, 92.5% supported the plan and none opposed it.)

However, there is overwhelming opposition to the idea of any national service program being instated as the only means of receiving financial aid. In response to any possible plan making service the only form of aid, only 6.2% supported the idea, whereas 63.8% opposed it. Of those who did support the plan, 92.3% have no student loans. Of the students who do have loans, 77.6% oppose this type of proposal. A national service program designed on the quid pro quo of financial aid for service creates a two-tiered system of citizenship. As we believe our survey indicates, students who would be most impacted by such a program find this inequality is extremely undesirable and counterproductive.

As for a mandatory national service program, 81.0% of the students surveyed opposed it, and only 3.3% supported it. The goal of any national service program should be to meet community needs by increasing participation in public service, and not to compel service.

2. The program should be flexible, allowing young people to choose when they would serve and when they would use their benefits.

Opportunities for service should include a variety of options, including work before, during, and after college, and on both a full- and part-time basis. This would allow all young people to participate in the program at their own convenience, whether they are in school full-time, part-time, or not at all.

Students' needs and desires differ according to their various responsibilities and situations; the type of service program they would support does so also: in our survey, when asked to indicate when they would most likely wish to serve, 62.4% picked "part-time/ summer/ weekend public service work during college," while 25.7% selected "full-time public service work for one or two years after college," and 6.7% chose "full-time public service work for one or two years before college." A national service program should consider the individuals' needs and plan accordingly, allowing enough flexibility to accomodate them.

3. The program should be constructed to support existing, local grass-roots organizations, and to encourage new local initiatives without displacing current workers or creating a complex new bureaucracy.

Community needs can best be assessed and addressed at the local, grass-roots level. Already existing today are a number of youth service corps and school-based community service programs that should be strengthened and expanded. Caution should be taken to support their efforts, and to avoid displacing current workers when expanding existant service programs. The federal government should thus encourage local initiatives to combat community problems and prevent the creation of a huge bureaucracy.

4. The program should respect the historic tradition of local determination of academic and graduation requirements, and should therefore not make the receiving of funding from a national service program contingent on federally mandated positions.

Historically, curriculum control has been a state and local power. No national service program should disregard this tradition by making funding for service-learning projects available only to those institutions giving academic credit for them. Although public service does have many potential links with classwork, it should be left to local decision-makers to determine to what extent they will alter the curriculum. We must insure the maintenance of educational institutions' autonomy.

IN ADDITION, WE STRONGLY RECOMMEND THE FOLLOWING:

5. The program should address financial disincentives to public service.

Severe financial disincentives exist which prevent or limit young people's involvement in public service work. When asked whether financial constraints had affected their post-graduation plans, 49.5% of all students responded that they did have some influence. The most commonly mentioned concern was the repayment of student loans.

Final results of the survey will include data on how these financial concerns have specifically affected students' post-graduation plans, such as whether they limited possible career or employment opportunities. They will also include empirical evidence on how and to what extent financial pressures prevent or limit participation in public service while attending college. It is clear from the respondents' statements already, however, that financial burdens are a major limiting factor in public service involvement.

6. The program should be tied in with upward mobility by offering educational or vocational training incentives or housing credits.

Any national service program should not be focused solely on college students, but should include the "forgotten half," those young people who do not finish high school or who do not go on to to college. A program which offers such diverse compensations such as vocational training and housing credits will help to increase their skills, employment opportunities, and self-esteem.

7. The program should include some type of component that would train or educate participants for service work prior to and/or during the service period.

Because the primary goal of any national service program is to address community needs, an effort must be made to prepare volunteers so they can combat problems as effectively as possible.

8. The program should include a mechanism for an assessment of needs as well as an evaluation of existing services.

There are currently no real models to show how a national service program might work, and any legislated program should be an experiment which could then be expanded and improved upon with further legislation.

National Association
of Independent
Colleges and Universities

April 19, 1989

Congressman Augustus Hawkins
Chairman, Education and Labor Committee
U.S. House of Representatives
2181 Rayburn House Office Building
Washington, D.C. 20515

Dear Mr. Chairman:

On behalf of the 830 member colleges in the National Association of Independent Colleges and Universities (NAICU), I applaud your leadership on the issue of national/community service. NAICU has an interest in working with the Congress on this important effort. To that end, we convened a task force to study the issue and to submit a report on the elements that should be included in future legislation. That report has been approved by our Board of Directors, and is attached. Gene Sofer, of your staff, has suggested that the report could be submitted for the hearing record.

While we did not have the opportunity to testify at today's hearing, we hope that a member of our task force will be asked to do so at any future hearings planned on this issue.

Thank you again for your continued concern about all issues facing higher education.

Sincerely,

Dick Rosser

Richard F. Rosser
President

cc: Congressman Pat Williams

122 C Street, N.W. • Suite 750 • Washington, D.C. 20001-2190 • 202/347-7512 • FAX 202/628-2513

naicu

NAICU POLICY ON NATIONAL/COMMUNITY SERVICE

Independent colleges and universities are as diverse as the nation itself. They include major research universities, historically black colleges, traditional liberal arts institutions, church-related and women's colleges, two-year colleges, and schools of law, engineering, and business. This extraordinary diversity offers students a real choice in the type of educational experience that will best serve their interests and aspirations. Long-standing public policies, court decisions, and tax-exemption policies at all levels of government have recognized the distinctive nature and role of nonprofit institutions of higher education in serving the citizenry and the public interest.

For nearly 400 years, independent colleges and universities have been involved in community service, dating from the founding of Harvard College in 1636. The actual foundation of many NAICU institutions is based upon values that prompted a spirit of volunteerism and service to society from the very beginning. These programs have expanded considerably over the years. Such a record affirms volunteerism and community service to be essentially an expression of our nation's philanthropic spirit. The spirit of philanthropy and volunteerism is reflected in many ways in the campus environment and in students' lives; one important manifestation of that spirit is the multitude of community service activities in which our students are engaged.

NAICU member schools (now numbering in excess of 800) and their students are actively involved in community service projects. These projects range from feeding the homeless, to assisting the elderly, to teaching disadvantaged children, to working in service programs at the national and international levels. Independent colleges and universities encourage community service not only as an integral part of the educational process, but also as an integral part of the individual student's life and values.

A fundamental mission of independent colleges and universities is to nurture values in students so they can, in turn, formulate opinions and act on those values in their own lives. Traditionally, we have endeavored to lead our students to understand that, as a result of the benefits they gain from a college education, they have a corresponding responsibility to the larger society. The benefits received and the corresponding responsibility are not measured in terms of dollars but rather, in terms of a more humane society and a stronger nation. Independent institutions of higher education try to instill values in students and prompt a spirit that will allow us to realize our mission as institutions that serve important public purposes. As a result, our students recognize the importance of service to society as well as the importance of equal opportunity for all individuals regardless of race, sex, age, disability, or socioeconomic status.

Independent colleges and universities work hard to ensure that students have access to those institutions that best meet their educational aspirations. The majority of independent institutions attempt to assist every qualified student in need of financial assistance who wants to enroll. Unfortunately, as higher education costs at all colleges and universities increase, and as federal funding decreases, independent colleges, in particular, must use significantly more institutional funds for student aid. In addition, the trends in funding have resulted in an imbalance between grants and loans, forcing students to incur ever larger debts. There is perhaps no greater threat to the spirit of volunteerism than a future populated by generations of heavily indebted college graduates.

Although federal student aid programs are far from perfect, they do help to provide students, especially minorities and those of limited income, with important educational opportunities. When supplemented with state, institutional, private, and self-help funding, existing student aid programs allow students access to higher education and choice among institutions, which would otherwise not be the case. Higher education leaders and policy makers should work toward improving the effectiveness of these programs while also bringing grants and loans into better balance.

In recognition of the historical federal role in national/community service programs (such as Peace Corps and VISTA); in response to NAICU's support for the continued opportunities provided students by existing student aid programs; and in view of our historic commitment to and ongoing support for community service programs, NAICU, therefore, supports inclusion of the following recommendations in any federal legislation on national/community service:

1) In order to ensure that adequate and meaningful opportunities are available for individuals involved in service programs, legislation should begin with demonstration projects to test the feasibility and understand the implications of proposed programs. Projects that pass the test should be expanded in later years.

2) The underlying principles of service to society, equal opportunity, and access to and choice among institutions of higher education, should serve as the basis for any federal policy on national/community service. Legislation must provide equal opportunity for all participants, regardless of race, sex, age, disability, or socioeconomic status.

3) The decision to participate in national/community service must be genuinely voluntary.

4) Any national/community service legislation must supplement, not substitute for, existing federal need-based student aid programs. Such legislation must guarantee access and choice for low-income and minority students.

5) Any legislation enacted must be flexible enough to provide a variety of youth service opportunities before, during, and after college, and on a part-time or full-time basis.

6) Although opportunities for national/community service should be available to out-of-school youth, legislation should be crafted to encourage students to complete their high school education. With regard to out-of-school youth, legislation should provide a literacy component and should also encourage attainment of a high school diploma or General Equivalency Diploma (GED) certification as a central part of the service program.

7) If college or university enrollment is an integral part of the national/community service program, any legislation enacted should encourage degree completion.

8) The use of existing service organizations and structures at the national, state, and local levels should be the cornerstone of any organization or structure created by federal legislation. New programs should not displace existing service programs, such as those operated by educational institutions and religious denominations. One way of recognizing existing programs is by providing grants to those organizations to refine or expand such programs.

9) Volunteers must be properly trained and programs should include an educational component, in order to ensure meaningful service opportunities as well as satisfactory performance. In addition, colleges should work with community and state programs, as well as in the development of federal legislation, to ensure an adequate number of service opportunities.

10) In order to overcome financial obstacles to a full-time service experience, a service stipend to cover living expenses during the period of service should be provided. In addition, for those who have incurred federal student loans, monthly payments for such loans should be forgiven during a period of full-time service.

11) A post-service financial benefit should be available to all individuals who complete a period of national/community service. The benefit must supplement, not replace, existing federal need-based student aid programs. In determining allowable use of benefits, funding that encourages participation in postsecondary education should be the highest priority.

As the many national/community service proposals before the Congress are considered, NAICU will urge inclusion of the above recommendations in a bipartisan consensus bill that members of Congress and the administration could support and enact into law.

April 14, 1989

naicu

-5-

NAICU Task Force on National/Community Service

Gresham Riley (CHAIR)
President
Colorado College, CO

J. Thomas Bertrand
Secretary of the University
Emory University, GA

Molly C. Broad
Executive Director and CEO
Arizona Board of Regents

James A. Davis
President
Shenandoah College &
Conversatory of Music, VA

Rhoda M. Dorsey, President
William Rich, Chaplain
Goucher College, MD

Neal Malicky
President
Baldwin-Wallace College, OH

M. Lucille McKillop, President
Barbara Sylvia, V.P., Dean of
Academic Services
Salve Regina College, RI

Joseph T. McMillan, Jr.
President
Huston-Tillotson College, TX

William J. Moore, President
Association of Independent
California Colleges &
Universities

Larry Osnes
President
Hamline College, MN

Oscar E. Remick
President
Westminster College, PA

Janice E. Ryan, President
Ron Chesborough, Dir. of Community
Service Learning Program
Trinity College, VT

James L. Sankovitz, Vice President
for Government & Community Affairs
Marquette University, WI

John B. Stephenson
President
Berea College, KY

Susan Stroud, Director
Campus Compact
Brown University, RI

Ex Officio Member

Susan Greene, Staff Associate
National Governors' Association

JOINT HEARINGS ON THE ISSUE OF NATIONAL SERVICE

THURSDAY, JUNE 28, 1989

House of Representatives,
Subcommittees on Elementary, Secondary, and Vocational Education; Postsecondary Education; Human Resources; Select Education; and Employment Opportunities,
Committee on Education and Labor,
Washington, DC.

The subcommittees met, pursuant to notice, at 9:40 a.m. in Room 2175, Rayburn House Office Building, Hon. Augustus F. Hawkins [Chairman] presiding.

Members present: Representatives Williams, Martinez, Owens, Hayes, Lowey, Poshard, Jontz, Petri, Gunderson, Bartlett, Ballenger, Smith and Neal of Massachusetts.

Staff present: Eugene F. Sofer, budget counsel; Richard P. Jerue, staff director, Subcommittee on Postsecondary Education; Eric P. Jensen, staff director, Subcommittee on Employment Opportunities; Jillian G. Evans, legislative analyst, Subcommittee on Select Education; and Beth B. Buehlmann, minority education coordinator.

Chairman Hawkins. Good morning. I want to welcome you to a joint hearing of five subcommittees of the Education and Labor Committee on the issue of National Service. The subcommittees are: Elementary, Secondary, and Vocational Education; Human Resources; Postsecondary Education; Employment Opportunities; and Select Education.

I want to briefly note some concerns of mine. First, I am very leery of tying Service to Student Financial Aid programs. Second, I want to insure that Service is accompanied by training and education, where necessary. Third, I want to insure that any service bill leaving this Committee has strong antidisplacement provisions as well as other labor protections.

Finally, in an era of budget restraint, I would not want to see a large Federally-supported Service program that drains scarce resources from other existing high priority programs.

The purpose of today's hearing is to hear from organized labor about how to protect the rights of full-time workers while simultaneously encouraging the impulse to serve; to explore the concept of service as a component of an educational strategy aimed at reaching at-risk students and reinvigorating schools and communities;

and to learn about innovative programs at the local and state levels.

We had invited and hoped to have Admiral James Watkins, Secretary of Energy, appear on the Administration's behalf. Unfortunately, the Admiral was called out of town and no substitute has been provided.

I hope that the Administration will have an opportunity to discuss its YES proposal before the Committee at some future time.

We have several panels of witnesses, but may I first yield to any of the other members of the various subcommittees who may wish to make a statement at this time.

Mr. **Williams**. Mr. Chairman?

Chairman **Hawkins**. Mr. Williams.

Mr. **Williams**. Mr. Chairman, I appreciate your opening comments and particularly your expression of a leeriness about tying students' benefits to service. The Committee which I chair, the Postsecondary Education Committee, will not vote out a bill that ties service to benefits.

That is, we will not change the traditional student aid system to such that we require the service in front of the benefit. We believe that the current system of trying to make Postsecondary Education available, accessible, to all Americans, whether they agree to work for the government or not should continue in place.

We have done a review of the votes in our Committee and the approach which would tie service to benefits cannot pass our Subcommittee. Thank you, Mr. Chairman.

Chairman **Hawkins**. Thank you. Any others?

Mr. **Bartlett**. Mr. Chairman?

Chairman **Hawkins**. Mr. Bartlett.

Mr. **Bartlett**. Mr. Chairman, I will just briefly say that I very much was heartened last week by President Bush's announcements for what appears to be a very rational and sensible proposal to encourage service by young people.

The young people in this country are serving in volunteer roles throughout the country and the length and the breadth of the country in a great deal of ways and it appears to me that from the outline of President Bush's proposal, we can find some ways to encourage that without stultifying it with bureaucracy.

It does seem to me that the proposal that we are having a hearing on again today which ties student financial aid to so-called voluntary service was never voluntary, probably not service was a non-starter in the beginning, so I am glad to see that one which had been proposed by some in Congress, not on this Committee, never got off the ground and doesn't appear to be getting off the ground today.

I look forward to Governor Kean's commission report on the specifics of the Bush proposal and look forward to considering that legitimate service proposal in this Committee. Thank you.

Chairman **Hawkins**. Mr. Martinez.

Mr. **Martinez**. Thank you, Mr. Chairman. I beg the Committee's indulgence while I express some frustrations about the situation concerning youth in our country. I picked up a paper, it was actually yesterday's L.A. Times, metro section.

Thirty-nine percent of California's high school students are dropouts, 39 percent, and more interesting than that to me was that two school districts in my Congressional district, Azusa, and El Rancho, have higher than 50 percent dropout rates.

It is not as if we did not know how to change all this because there are model programs out there that are working right now, and those models that are working are changing the attitudes of the young people.

They are making a difference at least to those that they reach. The problem is, they are not reaching sufficient numbers of youth. Our system isn't reaching people young enough to keep them from becoming frustrated with their situation in school, or situation in life. As a result, these frustrated people become dropouts from high school, but worse, they become dropouts from life and it is a waste.

We do our studies and our reports, as Mr. Bartlett has alluded to, and still nothing happens. We had a report, "The Nation at Risk" and I haven't seen any great changes since that report came out. There has been some changes and attempts.

Last year's H.R. 5 was an attempt to rectify some of the wrongs and try to move things in a better direction or the right direction for youth, but it isn't enough. It always seems like our efforts for youth are just piecemeal and band aid.

You know, it is funny—when we want to find the appropriations and monies for certain things like MX-missile and defense we can. And the defense really is to safeguard us from the threat from some foreign power. But meanwhile, in our communities, we have citizens, honest, decent citizens, who are scared to go outdoors because of the gang activities and the amount of crime and drugs in their communities and the threat to them from these things.

Many young people have no alternatives. They get into that because there are really no alternatives. We have seen situations where an alternative has been provided, government has moved away from that.

The problem is that we really are not reaching enough youths, even with those programs of success we have out there now.

In Oakland and San Francisco, which we visited as a subcommittee, we saw where there were young people in those programs that would rather be in those programs looking to a job that might start out at minimum wage, but with the prospects of eventually earning a much better salary and a standard of living that would make them keep on in that direction, rather than get involved in drug incidents that they have been involved in before.

So, it works. The problem is that it takes us a long time here in Congress to debate this issue and to find the appropriations to expand this existing program. Those programs that are suceeding now often have major corporations involved.

In the city of San Francisco, Chevron is very deeply involved and they make a difference by expanding the guidance to potential, eligible recipients. I think if we were to pass a youth service bill that incorporated all of the things that the chairman talked about and mandated education because, once a young person starts to succeed and finds out they can succeed, there is no stopping our youth.

The problem is that youth often never get that first chance to succeed and I think it is time that we move in a more expeditious manner in Congress to resolve these problems and really do something about it and put some money where our mouth is. Do we really mean what we say or do we say things just to appease the public.

I think many times we say things to appease the public and we pass things out that really don't address the problem to the extent that they should simply because it makes us feel good and we can go back to our districts and break our arms patting ourselves on the back when in actuality, we really haven't addressed the problem to the extent that it needs to be addressed. I am just very frustrated by the very slow progress that we make towards providing young people in this country with a better alternative than drugs and crime.

Thank you, Mr. Chairman.

[The prepared statement of Hon. Matthew G. Martinez follows:]

STATEMENT OF CHAIRMAN MATTHEW G. MARTINEZ, 5-JOINT SUBCOMMITTEE HEARING ON YOUTH SERVICE, JUNE 28, 1989, 2175 RAYBURN, 9:30 AM.

MR. CHAIRMAN, I WISH TO COMMEND YOU AND THE RESPECTIVE CHAIRS OF THE SUBCOMMITTEES SPONSORING TODAY'S HEARING ON YOUTH SERVICE. THE TIME HAS FINALLY COME FOR YOUTH SERVICE TO CONSIDERED SERIOUSLY AS A PRIORITY LEGISLATIVE AND POLITICAL ISSUE.

THIS COMMITTEE HAS BEEN AT THE FOREFRONT FOR YOUTH SERVICE LEGISLATION FOR THE PAST 6 YEARS, BEFORE IT BECOME SO POLITICALLY POPULAR. TODAY, WE FINALLY HAVE THE ADMINISTRATION AS WELL AS BOTH SIDES OF THE AISLE IN THE HOUSE AND SENATE READY TO ENACT A BROAD BASED YOUTH SERVICE LEGISLATION.

IN A SERIES OF HEARINGS HELD BY MY SUBCOMMITTEE FROM 1985 UNTIL THE FIELD HEARING I HELD IN LOS ANGELES JUST LAST FRIDAY, AN OVERWHELMING SENSE OF URGENCY HAS BEEN CONVEYED TO US THAT UNLESS WE IN CONGRESS AND THE ADMINISTRATION DO SOMETHING IMMEDIATELY, WE WILL LOSE A WHOLE GENERATION OF YOUTH TO IDLENESS, DESPAIR, RELIANCE, AND DIRECTIONLESSNESS. WHILE THE ADMINISTRATION IS CALLING FOR THE "BELLS TO RING IN HEARTS" OF OUR NATION'S YOUTH TO GIVE OF THEMSELVES, THE ALARM BELL HAS BEEN

RINGING NON-STOP IN OUR PUBLIC INSTITUTIONS THAT FAILURE TO DO SOMETHING IMMEDIATELY TO TARGET OUR YOUTH WILL RESULT IN DISASTER FOR THE FORGOTTEN HALF OF OUR NON-SCHOOL YOUTH.

FEDERAL LEADERSHIP IS ESSENTIAL TO EXPAND THE EXISTING ARRAY OF STATE AND LOCAL PARTNERSHIPS THAT HAVE ALREADY BEEN PROVEN SUCCESSFUL IN A NUMBER OF COMMUNITIES. YOUTH GENERATING MOTIVATION AND ACTIVITIES IN A MYRIAD OF WAYS TO HELP THEIR COMMUNITIES, AND ULTIMATELY HELPING THEMSELVES, IS A SOUND AND EFFICIENT SOLUTION TO SHORTFALLS AND CONCERNS IN OUR SOCIETY.

I AM PLEASED THAT THE ADMINISTRATION HAS FINALLY SHOWN THEIR COMMITMENT TO YOUTH SERVICE AND TO WORKING WITH CONGRESS TO FORGE A CONCRETE BILL IN THIS CONGRESS. THE ROAD AHEAD TO FASHIONING THE BEST COMPREHENSIVE APPROACH TO THE YOUTH SERVICE MISSION WILL BE DIFFICULT, BUT I HAVE FULL CONFIDENCE THAT CHAIRMAN HAWKINS WILL BUILD A SOLID WORKING CONSENSUS ON THE BILL. THEREFORE, TO CONGRESS AND THE MEMBERS OF THIS COMMITTEE, I SAY LET US PUT ASIDE OUR RETICENCE AND POLITICAL POSTURING AND HAMMER OUT A YOUTH SERVICE BILL FOR OUR COMMUNITIES THAT WE CAN ALL BE PROUD OF. THANK YOU.

Chairman **Hawkins**. Thank you. Any further statements? If not, we will proceed into the hearing. We are delighted to have our first panel, two outstanding authorities in the field and dear friends of the committee: Mr. Albert Shanker, President of the American Federation of Teachers and Mr. Gerald McEntee, President of AFSCME.

We will call on you in that order, gentlemen. May I say to you that any prepared statements will be entered in the record in their entirety. We would appreciate hearing from the highlights of your prepared statements.

Mr. Shanker, we are delighted to call on you first.

STATEMENTS OF ALBERT SHANKER, PRESIDENT, AMERICAN FEDERATION OF TEACHERS; AND GERALD McENTEE, PRESIDENT, AFSCME

Mr. **Shanker**. Thank you, Mr. Chairman, for this opportunity. I am Albert Shanker, President of the American Federation of Teachers. Our organization represents more than 700,000 elementary and secondary school teachers, paraprofessionals, other school personnel, college faculty, state employees and health care professionals.

Sitting next to me is Greg Humphrey, Assistant to the President and responsible for legislative activities.

I would like to thank the committee for your efforts in terms of promoting the kinds of programs which we are discussing today. It is really long overdue. Some of us have been trying for a period of 20 years or more to promote the notion of national service and we are happy to see that this issue is now one which is not only under very wide discussion within the country, but where we are getting close to the point where something may actually happen.

I do have a written statement which I will not read and I do, however, want to say, Mr. Chairman, that with the points that you made at the very beginning, I leaned over and Jerry McEntee and I both said, "Well, then, why do we need to testify; we agree with every thing he just said," and those are the points that we came here to make.

So, I will, therefore, not go through this testimony except to say we very strongly agree that we should not move on the notion of national service and trade that off for cashout, existing programs which help youngsters to get into higher education and to complete their work there.

That would be really a disaster. There is no reason to do that. There is no reason why the national service shouldn't be an additional component in our life and not some kind of a trade off or something, another very worthwhile goal.

I would just like to address one or two of the issues before us. I believe that with the problems facing our schools, we will never take care of all those issues and problems strictly in terms of employing more people, in terms of having all that we need to have in terms of paid staff.

Yes, we need more and we press for those things, but there are things that will always need to be done on a voluntary basis. Quite a few of the programs which are moving in schools which deal with mentor programs are extremely important, programs which involve older students helping younger students, programs where people in business or industry or other professions have skills to share with people in the schools.

Take certain areas that are in great shortage now such as math and science teachers. I single them out because they are widely publicized. There are other areas too if we were really to move, for instance in foreign language instruction, we would find that we don't have very many teachers in that area.

There is no way of instantly creating enough math and science teachers. This is a pipeline problem. It starts in the elementary school. You have to give kids an adequate background there and then in high school.

It will take at least 20 years if we start working today; 20 or 30 years before we start seeing an adequate number. Between now and that time, the only way to provide adequate education for a large number of our youngsters is to ask for industry in the professions to share some of their talents, to bring some people who have expertise in these fields into the schools.

That is extremely important. This is not just a nice thing to do; it is an essential thing to do. We are not going to solve this problem. We are not going to get enough people in the next generation in these fields unless there is some kind of sharing of the talent that we now have.

I would like to underline a second aspect of this and that is, the relation of other institutions and the opportunity of students in school to have experience in those institutions whether it be at some work places, whether it be in other public institutions.

There are some very interesting experiments that have taken place in the last ten years that indicate that quite a number of kids who can't learn how to read and write very well using normal school methods, that is, having a teacher stand there and talk to them and giving them workbooks, that if you first give them some base of experience, it becomes much easier for them to read those things that deal with the experience that they got.

There was a famous Navy experiment where they found that in order to read certain repair manuals to fix electronic equipment, you needed 12th grade reading ability, but if they had some youngsters who were working in those repair shops for a year and they got to know what was a resistor and what was a transistor and what was a capacitor and what a circuit was and everything else, that having that experience enables those youngsters to read those same manuals even though on a test, they only scored sixth grade reading ability, so that part of what is being talked about in these proposals could become a very effective type of educational tool.

We realize that the proposals under consideration are very, very broad and we would support broad proposals. We are especially, of course, interested in the way in which these components can improve the effectiveness of public education within the country.

I would like to make one final remark and that is on the question of whether there should be required public service in high schools which a number of reports and a number of communities have moved on.

I would prefer that these things be left to states and localities and I also prefer that the notion of service not be one separate course which you would do once in your three or four years in high school and get it over with.

That is almost contrary to the notion of public service. I would like to see an awareness and a consciousness of public service throughout our educational system, so that if the youngsters are studying science, they might decide to take on a project where they reach out to the community and make them aware of certain dangers within the community.

If they are studying natural life and find that there is some danger of some particular species of birds, that they can do something about—that is, the whole notion of doing something that is of public service should be something that naturally grows out of all of the other things that you are doing and not something which is neatly compartmentalized into one course you will take throughout your 12 years of education and get it over with and feel that "well, now I have satisfied all of the service I have to give and that is all over with."

We note with interest and approval the President's statement the other day—the notion of establishing a voluntary network of help is a good one. We look forward to seeing some of the specifics and some of the details on that, but there is nothing in the initial presentation of the proposal that would lead us to be negative about it.

We look forward to further details on it and we believe that we will be able to support it, but it is narrow and we think it probably ought to move forward along with some of the other proposals or aspects of the other proposals that are before you.

Thank you very much, Mr. Chairman.

[The prepared statement of Albert Shanker follows:]

AMERICAN
FEDERATION OF
TEACHERS AFL-CIO
555 NEW JERSEY AVENUE NW
WASHINGTON DC 20001
202 879-4400

ALBERT SHANKER
President

STATEMENT OF ALBERT SHANKER, PRESIDENT
AMERICAN FEDERATION OF TEACHERS, AFL-CIO
BEFORE THE
COMMITTEE ON EDUCATION AND LABOR
UNITED STATES HOUSE OF REPRESENTATIVES

June 28, 1989

STATEMENT OF ALBERT SHANKER, PRESIDENT
AMERICAN FEDERATION OF TEACHERS, AFL-CIO
BEFORE THE
COMMITTEE ON EDUCATION AND LABOR
UNITED STATES HOUSE OF REPRESENTATIVES

June 28, 1989

Mr. Chairman and Members of the Committee:

I am Albert Shanker, President of the American Federation of Teachers. The AFT represents more than 700,000 primary and secondary school teachers, paraprofessionals and other school employees, college faculty, state employees and health care professionals. We appreciate the opportunity to present the AFT's views on this important issue.

The issue before this Committee, the expansion of our national commitment to community service, is an important matter to the AFT. We commend Members of this Committee, as well as other Members of Congress, who have recognized that this is an area that would benefit from federal attention.

The AFT strongly supports the concept of national and community service. Our members entered their respective professions because of a belief in public service. AFT members frequently see the benefits of community service. On a daily basis, volunteers, often parents, work in our schools and make them better places for their own and others' children.

Over a quarter a century ago, President Kennedy said we should ask what we could do for our country. This challenge, which served as a beacon for national and community service to an entire generation of Americans, is in need of renewal today. With the establishment of the Peace Corps, VISTA and ACTION, millions of people both here and in other parts of the world have been enriched and have benefited by the work and idealism of those who responded to President Kennedy's challenge.

The time has come to reawaken the spirit of service to nation and to community once again. In doing so, however, we ask that any new legislation take into account the changes in American society that have occurred since the 1960's. Any new program must be careful to carve out a role for national and community service that is consistent with other concerns of our country.

Several of the bills before this Congress represent an excellent approach to establishing a positive community service program. Some of the proposals encourage schools and community based agencies to develop self-sufficient local projects to create new opportunities for students and out-of-school youth to serve their communities. Others would create service opportunities for citizens of all ages, allowing weekend, part-time and vacation service. One proposal would encourage adults to volunteer in schools, forging partnerships between schools and other groups. Other proposals would provide educational benefits supplementing existing need-based aid. All of these approaches have promise. They offer a real opportunity for our youth to obtain or continue their education, to enter the world of work and to provide a service to their country.

While the AFT strongly supports the concept of national and community service, we emphatically oppose any program that would condition student eligibility for financial assistance on the performance of community, national or military service. Further, we must be careful not to create any program which would, in effect, displace low-wage and low-skilled workers. Community service should complement the work of regular public service employees. Any new initiative must avoid displacement of existing workers.

The AFT is troubled by The Citizen and National Service Act introduced by Representative McCurdy and Senator Nunn. That bill would cash out existing federal student assistance programs and make national service the sole basis on which students would qualify for federal financial assistance. Rather then serve as a beacon for young people to contribute to their community, this approach could reduce educational opportunities instead of increasing them. The AFT has supported the G.I. bill for Vietnam Veterans and the new G.I. bill recently enacted by Congress. Our Union believes that the nation should reward those who have served in the military and in civilian capacity for their contribution. However, cashing out critical student assistance programs in order to pay for past service is a flawed approach.

While we commend Representative McCurdy and Senator Nunn for helping to bring this issue to national attention, we oppose dismantling a proven system of support for students in higher education. The new G.I. Bill, existing student aid programs and new assistance from community service should all have a place in the array of programs that serve our nation's educational, military and service needs.

Because this bill would deny financial assistance until national service has been completed, the net effect would be to establish mandatory service for all students who need federal assistance to pursue higher education while high school graduates from higher-income families would enjoy greater access to college because of artificially reduced competition. With the rising costs of a college education, the number of low-and middle-income students who will be in a position to attend college without financial aid will continue to diminish. Recent studies have found that students' chances of obtaining a higher education are better if they enter college immediately after high school. AFT strongly supports efforts to provide non-traditional students with opportunities for higher education. It would be a mistake, however, to build a new barrier to college attendance after high school for low-and middle-income American youth.

While the current student aid system is not perfect, it has assisted millions of students who otherwise would not have been able to attend college. We recommend that any national service program that provides benefits be structured so that all who wish to pursue their education and perform service after college be allowed to dedicate their accrued benefits toward retiring their educational loans.

It is no secret that at this juncture, Congress does not have the money to develop and implement a comprehensive community service program.

In the absence of resources for a comprehensive program, AFT believes that new legislation should give school-based community service programs a high priority. Much has been made of our nation's staggering budget and trade deficits. Recent studies by the National Assessment of Educational Progress also demonstrate a massive national education deficit. Our country is behind virtually all of its competitors in the most critical educational skills of its youth. The number of at-risk and out-of-school youths is growing. Youth unemployment remains high, and the educational skills our nation will need to compete in the 21st Century are lacking even in our high school graduates.

Any school-based service program should aim to: (1) encourage students and adults to participate in school and community service activities; (2) enhance educational achievement; and (3) contribute to the skills and productivity of young people about to enter the work force. Each program should also have a component targeted at students who need help most.

In structuring such a program, several issues need to be addressed. First and foremost, I would encourage the expansion of existing school-based programs which have proven to be successful. Many successful programs are operating throughout the country and thousands of students are engaged in a wide range of activities, including tutoring other students and adults, public service work in hospitals, libraries and senior citizens centers. Others volunteer to man "hotlines," helping youngsters in crisis or checking in on "latchkey" children. Other programs are targeted for at-risk youth, including many conservation corps programs. AFT locals in several cities maintain educational assistance hotlines for parents and students in need of help with school work. There is no reason why this work cannot be expanded to include young people who have the capacity to help other students.

The issue of whether community service should be voluntary or a mandatory requirement for students seeking to graduate from high school should be left to the schools and to educators who must determine how such a program should fit into the school's primary educational mission. Schools should be encouraged to implement such programs and several of the proposals before Congress will help in this regard. If community service programs are to be offered for academic credit, it is imperative that program content in developing the curriculum for such programs meet the standards applied to other programs providing academic credit. A community service course, alone, would be of little value to students. It is only when such courses are connected with a student's other experiences within the school and within the community that the goals of school-based service programs will be realized.

As you examine the various options for school-based projects, one approach that should be examined is the so-called ServNet Project in President Bush's community service proposal. As I understand that proposal it encourages business and other groups to donate the sevices of talented personnel. Schools experiencing shortages in certain areas - for example, in math, science and languages - would benefit from skilled volunteers. While this type of sharing will not relieve the shortages of qualified personnel the schools now face, it can help in the short run.

Students, parents and members of the public and private sector should be encouraged to volunteer, and schools should develop programs aimed at establishing teams to work in these shortage areas. A team approach will be needed since many people who are qualified in specific subject matters will not have the teaching skills to effectively pass their knowledge on. Members of the business community could help develop programs aimed at improving a student's skills in the target area through local service projects. In the last several years, the AFT has entered into some very exciting and innovative projects with the private sector, and I am convinced that the resources of the business community can help solve some of the problems faced by schools with personnel shortages.

In a school-based community service program, the issue of training is also important. Volunteers will need to work with experienced teachers in order to take maximum advantage of the time and skills being volunteered. The challenge here is great as there is presently very little in the way of training for programs of this type.

To summarize, a national service program should contribute to the skills and productivity of young people entering the work force. It should remove, not add, barriers to students who want a higher education. Educational benefits which are linked with voluntary service should be viewed as an addition to and not a replacement of student financial assistance programs. Congress should encourage school-based programs which enhance and support programs that are already underway.

National service legislation that enhances educational achievement and workforce productivity can be an important element in efforts to better meet some of the needs of students and improve the educational and job skills of at-risk youth. We believe that it makes good sense to focus community service legislation on just a few achievable but important goals. This legislation is a good place to begin the process of concentrating our efforts on the most pressing needs.

Chairman **Hawkins**. Thank you, Mr. Shanker. The next witness is Mr. Gerald McEntee, President of American Federation of State, County and Municipal Employees. Mr. McEntee, we are delighted to have you with us today.

Mr. **McEntee**. Thank you very much, Mr. Chairman. I would also, before I begin, like to congratulate the chairman and other members of the Committee for their determination and leadership on the child care bill, an issue of great interest of so many Americans and the work and the effort that you put in before yesterday and yesterday was, indeed, monumental and will be looked back on as a major step in trying to do something about the care of children in America. On behalf of our Union, we want to thank you and congratulate you.

I am the president of AFSCME. I am accompanied by Charles M. Loveless, Associate Director of AFSCME's Department of Legislation and we appreciate the opportunity to appear here today on behalf of AFSCME which represents more than one million, two hundred and fifty thousand employees of state and local governments and non-profit agencies across the nation.

AFSCME represents people who serve the public. Our members are child care workers, laborers, sanitation workers, clerks, secretaries, teacher aides, school crossing guards, hospital aides, librarians, lawyers, and social workers.

By the very nature of their jobs, they have an ingrained sense of community service. For almost a decade now, the value of public service has been denigrated by many politicians at all levels of government.

Morale among government employees all across the country has plunged in the face of a vicious cycle of both program cutbacks which produce unmanageable workloads and anti-government rhetoric which condemns public programs and employees as ineffective.

We are gratified, therefore, to see in the current dialogue about voluntary service, a renewed appreciation of the value of community service. It is time to turn away from the self-centeredness of the last decade and to rediscover the virtues of civic responsibility toward our neighbors and toward our community.

Nonetheless, we urge you to proceed cautiously with volunteer service legislation. While there is no real consensus on what community service means, two principal objectives appear to run through many of the proposals now pending before Congress: (1) addressing unmet domestic needs; and (2) restoring a faltering civic spirit.

The apparent appeal of using a community service program to meet unmet social needs is obvious. Over the last eight years, Federal aid to state and local governments——

Chairman **Hawkins**. Mr. Mc Entee, I am sorry for the interruption, but there is a vote in the House and I think that it would be quicker if we take a recess at this time, a five-minute recess, so the members may vote and then return immediately and continue on.

I hope this will be the only recess. It is a very silly one, as you know. It is just a vote on approving a journal of yesterday. Nobody has read it and yet, we are called upon to approve it.

This is our national service, I guess. A five-minute recess.

[Recess was taken.]

Chairman HAWKINS. The Committee will come to order. Mr. McEntee, you may continue. We again apologize.

Mr. MCENTEE. Thank you very much, Mr. Chairman. The apparent appeal of using a community service program to meet unmet social needs is obvious. Over the last years, Federal aid to state and local governments declined by some 45 percent in terms of 1982 dollars.

On the face of it, it seems convenient to provide a labor pool of young people for community service programs while simultaneously achieving other policy objectives such as conditioning Federal student aid on community service, providing job training for the disadvantage and creating opportunities for young people of different socioeconomic backgrounds to learn from each other, indeed, by working together.

However, it must be emphasized that these objectives cannot be comfortably and successfully combined if the primary goal and major effect of community service is to fulfill unmet public needs with unpaid workers or workers who receive a minimal stipend without regular employee status.

It is not realistic to expect relatively untrained, transient type workers to provide the same quality of public services previously provided by trained employees working in a stable employment environment. In addition, a large scale, Federal financed community program almost certainly will displace many entry level jobs in the state and local government and non-profit sectors if it sets up unlimited service positions in local agencies.

While national service proponents insist, and sincerely intend, that volunteers would only do work no one else is doing, there inevitably would be a very strong incentive, given the fiscal crunch at the state and local government level, to cut back on employed positions and use volunteers to meet local needs. Indeed, we believe there is a very strong potential for displacement of lower-wage, lower-skilled entry jobs.

The implications of job displacement go beyond what some might characterize as the special interest concerns of a union representing public and non-profit workers. Our research department recently completed a study which as included with our written statement graphically shows which demographic groups would be most adversely affected by a large scale community program.

Our study is based on Equal Employment Opportunity Commission report forms submitted to the EEOC by state and local government employers. The EEOC report forms break down the state and local work force into eight basic job categories.

Based on the skill level required for performing these various jobs, it is likely that the vast majority of community service participants would be channeled, would be channeled into the lowest paid job categories and the EEOC data clearly indicates a trend of increasing dominance in these positions by minority workers.

Consequently, it would be minority groups who stand the most to lose from a large scale community service type program and this should come as no surprise. Based on our own AFSCME membership service positions such as day care, home health care, nurses' aides and park maintenance are becoming increasingly dominated by women and minorities.

Employment within state and local government historically has served as an entree into the labor market and the path out of poverty for Blacks, Hispanics and other minority groups. To reduce the number of paid jobs within government is to reduce employment opportunities for these groups.

Of all of the national community service proposals pending before Congress, H.R. 660, the Democratic Leadership Council proposal introduced in the House by Congressman McCurdy, is likely to have the greatest negative impact on paid employment, given the nature of the work to be performed, the intended size of the program, and the way assignments will be structured.

The DLC plan closely resembles the public service employment program under CETA. The delivery system is similar and so is the type of work which participants would perform. A critical difference, however, is that participants would have no employment rights.

Well, H.R. 660 does include some anti-displacement to protect current workers. These provisions are considerably weaker than those contained in most of the proposals which have been introduced by members of this Committee.

Certainly it stands to reason that it would be counterproductive to say the least. To have a direct effect of Federally subsidized volunteer service program would have to displace many thousands of low-wage workers in the public and non-profit sectors.

We have been and will continue to work with the members of this Committee to make sure this does not occur. This is not to say there is not an important place for a Federal volunteer service program. There is.

In our view a more limited community service program which focuses on developing a commitment to helping others without financial rewards is considerably better than a program which is driven by the need to create massive numbers of service positions or which is intended to address other public policy matters.

Our central goal should be to awaken a sense of responsibility and commitment that is freely given and which young people in particular will carry with them throughout their lives. We should help them find the self-esteem and pride that comes from helping others.

We support the concept of service and the programmatic structure found in several of the proposals which have been introduced by members of this Committee. In particular, we enthusiastically support the proposal to set up school-based programs that include mandates for an educational component and student involvement in the development of projects.

The school-based plan advocated by several members of this Committee would not involve the expenditure of massive amounts of funds that would further squeeze other vital domestic programs. Indeed, by structuring the Federal programs as a catalyst for the development of self-sufficient local projects, its proponents have found a way to avoid increasing pressure from the Federal budget and squeezing out other vital domestic programs.

With strong anti-displacement programs—a requirement for clearly defined projects—and time limits on participation, we believe such a program could make a valuable contribution to society without further damaging the morale of the millions of people whose work it is to service the public.

We thank the chairman and the Committee for the opportunity to present our views on this matter of utmost concern to state and local governments and, indeed, to non-profit workers and would like to help the Committee in their deliberations and we are prepared to answer any questions.

Thank you very much, Mr. Chairman.

[The prepared statement of Gerald W. McEntee follows:]

AFSCME
American Federation of State, County and Municipal Employees, AFL-CIO
1625 L Street, N.W., Washington, D.C. 20036
Telephone (202) 429-1000
Telex 89-2376
Facsimile (202) 429-1293

Gerald W. McEntee
President

William Lucy
Secretary-Treasurer

Ronald C. Alexander
Columbus, Ohio

Joseph Bott
Richmond, Ind.

Joseph M. Bonavita
Boston, Mass.

George Boncoraglio
New York, N.Y.

Robert A. Brindza
Columbus, Ohio

Steve Culen
Chicago, Ill.

Albert A. Diop
New York, N.Y.

Danny Donohue
Hauppauge, N.Y.

Anthony M. Gingello
Rochester, N.Y.

James Glass
Lansing, Mich.

Stanley W. Hill
New York, N.Y.

Blondie P. Jordan
Orlando, Fla.

Edward J. Keller
Harrisburg, Pa.

Joseph J. Kreuser
Menomonee Falls, Wis.

Faye D. Krohn
Kasota, Minn.

Marilyn LeClaire
Columbiaville, Mich.

Joseph E. McDermott
Albany, N.Y.

Donald C. McKee
Des Moines, Iowa

Jack Merkel
Trenton, N.J.

Gary Moore
Olympia, Wash.

Russell K. Okata
Honolulu, Hawaii

George E. Popyack
Redwood City, Calif.

Thomas A. Rapanotti
Baltimore, Md.

Joseph P. Rugola
Columbus, Ohio

Edward H. Sayers
New Britain, Conn.

Burhman D. Smith
Philadelphia, Pa.

Linda Chavez-Thompson
San Antonio, Tex.

Garland W. Webb
Baton Rouge, La.

STATEMENT

of

GERALD W. McENTEE
INTERNATIONAL PRESIDENT
AMERICAN FEDERATION OF STATE, COUNTY AND
MUNICIPAL EMPLOYEES

before the

COMMITTEE ON EDUCATION AND LABOR
U.S. HOUSE OF REPRESENTATIVES

on

NATIONAL AND COMMUNITY SERVICE

JUNE 28, 1989

in the public service

Mr. Chairman and members of the Committee, I am Gerald McEntee, President of the American Federation of State, County and Municipal Employees (AFSCME). I am accompanied by Charles M. Loveless, Associate Director of AFSCME's Department of Legislation. We appreciate the opportunity to appear here today on behalf of AFSCME which represents more than 1.2 million employees of state and local governments and non-profit agencies across the nation.'

AFSCME represents people who serve the public. Our members are child care workers, laborers, sanitation workers, clerks, secretaries, teacher aides, school crossing guards, hospital aides, librarians, lawyers and social workers. By the very nature of their jobs, they have an ingrained sense of community service.

For almost a decade now, the value of public service has been denigrated by many political figures at all levels of government. Morale among government employees all across the country has plunged in the face of a vicious cycle of both program cutbacks which produce unmanageable workloads and anti-government rhetoric which condemns public programs and employees as ineffective.

We are gratified, therefore, to see in the current dialogue about national service a renewed appreciation of the value of community service. It is time to turn away from the self-centeredness of the last decade and to rediscover the virtues of civic responsibility toward our neighbors and community.

Nonetheless, we urge you to proceed cautiously with community service legislation. While there is no real consensus on what community service means, two principal objectives appear to run through many of the proposals now pending before Congress: (1) addressing unmet domestic needs; and (2) restoring a faltering civic spirit.

The apparent appeal of using a community service program to meet unmet social needs is obvious. Over the last eight years, federal aid to state and local governments declined by 45 percent in 1982 dollars. On the face of it, it seems convenient to provide a labor pool of young people for community service programs while simultaneously achieving other policy objectives such as conditioning federal student aid on community service, providing job training for the disadvantaged and creating opportunities for young people of different socioeconomic backgrounds to learn from each other by working together.

However, it must be emphasized that these objectives cannot be comfortably and successfully combined if the primary goal and major effect of community service is to fulfill unmet public needs with unpaid workers or workers who receive a minimal stipend without regular employee status. It is not realistic to expect relatively untrained, transient workers to provide the same quality of public services previously provided by trained employees working in a stable employment environment.

In addition, a large scale, federally financed community service program almost certainly will displace many entry level jobs in the state and local government and non-profit sectors if it sets up unlimited service positions in local agencies. While national service proponents insist, and sincerely intend, that volunteers would only do work no one else is doing, there inevitably would be a very strong incentive, given the fiscal problems faced by state and local governments level, to cut back on employed positions and use volunteers to meet local needs. Indeed, we believe there is a very strong potential for displacement of lower-wage, lower-skilled entry jobs.

The implications of job displacement go beyond what some might characterize as the special interest concerns of a union representing public and non-profit workers. The AFSCME Research Department recently completed a study graphically showing which demographic groups would be most adversely affected by a large scale community service program. It is set forth below as Attachment "A".

Our study is based on Equal Employment Opportunity Commission (EEOC) report forms submitted to this agency by state and local government employers. The EEOC report forms divide the state and local workforce into eight job-categories: officials/administrators, professionals, technicians, protective service, paraprofessional administrative support, skilled craft and service/maintenance.

Based on the skill level required for performing these various jobs, it is likely that the vast majority of community service participants would be channeled into the three lowest paid job categories: administrative support, paraprofessional and service-maintenance. The EEOC data clearly indicates a trend of increasing dominance in these positions by minority workers. Consequently, it would be minority groups who stand the most to lose from a large scale, community service program.

This should come as no surprise. Based on our own membership, service positions such as day care, home health care, nurses' aides and park maintenance are becoming increasingly dominated by women and minorities.

Employment within state and local government historically has served as an entry into the labor market and a path out of poverty for Blacks, Hispanics and other minority groups. To reduce the number of paid jobs within government is to reduce employment opportunities for these groups.

Of all of the national community service proposals pending before Congress, H.R. 660, the Democratic Leadership Council (DLC) proposal introduced in the House by Congressman Dave McCurdy, is likely to have the greatest negative impact on paid employment, given the nature of the work to be performed, the intended size of the program and the manner in which assignments will be structured. The DLC plan closely resembles the public service employment program under the Comprehensive Employment and Training Act (CETA). The delivery system is similar and so is the type of work which participants would perform. A critical difference, however, is that participants would have no employment rights.

H.R. 660 includes anti-displacement protections adopted as part of the Family Assistance Act which was enacted last year. While H.R. 660 does include some provisions to protect current workers, these provisions are considerably weaker than those contained in H.R. 1947, introduced by Congressman Major Owens, H.R. 2591, introduced by Congressman William Ford, H.R. 717, introduced by Congressmen Matthew Martinez and Leon Panetta, and H.R. 1408, introduced by Congressman Pat Williams. We are attaching a description of the provisions we believe are necessary for any such volunteer service program in Attachment "B".

However, we must emphasize that stronger anti-displacement provisions will not by themselves prevent displacement. Program structure is equally important. The relationship between program design and displacement was recognized toward the end of CETA when Congress limited participation in the program to 18 months and required that at least half of the funds be used to establish projects instead of paying for individual assignments to state and local agencies. The objective was to differentiate the CETA program from the traditional services provided by local agencies. By way of contrast, H.R. 660 lacks the project approach and allows up to two years of service -- a period of time that is longer than many young workers stay in regular jobs.

Even if the structure of H.R. 660 was revised, the sheer size of the program would create inevitable pressures to displace existing jobs. States would have to create at least 600,000 positions, all of them lacking employment status and benefits for the participants.

Moreover, the legislation's requirement that most federal educational assistance be linked to civilian or military service would result in low-income students (who may be most in need of assistance to gain access to post-secondary education) feeling forced into service or being penalized for not being able to serve. This clearly raises a conflict with the traditional American values of access to and equal opportunity for post-secondary education. It also ignores a democratic society's need for a well-educated and trained citizenry.

A more limited community service program which focuses on developing a commitment to helping others without financial rewards is considerably better than a program which is driven by the need to create massive numbers of service positions or which is intended to address other public policy matters. Our central goal should be to awaken a sense of responsibility and commitment that is freely given and which young people, in particular, will carry with them throughout their lives. We should help them find the self-esteem and pride that comes from helping others.

We support the concept of service and the programmatic structure in the proposals which have been introduced by Congressmen William Ford and Major Owens. The Ford and Owen plans would set up school-based programs that include mandates for an educational component and student involvement in the development of projects.

Imporantly, Congressmen Owens' and Ford's bills do not propose the expenditure of massive funds that could further squeeze other vital domestic programs. Indeed, by structuring the federal program as a catalyst for the development of self-sufficient local projects, Congressmen Ford and Owens have found a way to avoid increasing pressure on the federal budget. With strong anti-displacement protections, a requirement for clearly defined projects, and time limits on participation, their proposed programs could make a valuable contribution to society without further damaging the morale of the millions of people whose work it is to service the public.

We thank the Chairman and the Committee for the opportunity to present our views on this matter of utmost concern to state and local governments and non-profit workers. We would be pleased to anwer any questions at this time.

ATTACHMENT "A"

EMPLOYMENT PATTERNS AMONG SELECTED DEMOGRAPHIC GROUPS IN THE STATE AND LOCAL SECTOR

Completed By

Research Department
AFSCME
1625 L Street, N. W.
Washington, D. C. 20036

EMPLOYMENT PATTERNS AMONG SELECTED DEMOGRAPHIC GROUPS IN THE STATE AND LOCAL SECTOR

EXECUTIVE SUMMARY

o Nationwide, the proportion of women and minority males employed by state and local governments has increased between the years of 1973 and 1985.

o Of the eight EEOC-designated job categories (Officials/Administrators; Professionals; Technicians; Protective Service; Paraprofessional; Office/Clerical; Skilled Craft; and, Service/Maintenance), the three lowest paid tend to be dominated by women and minority workers: Office/Clerical; Paraprofessional; and, Service/Maintenance.

o Among nine large representative cities (Chicago, Detroit, Houston, Los Angeles, Memphis, New York City, Philadelphia, San Antonio, and San Jose) males -- white and minority -- predominate in the total work forces while minority females predominate in the two lowest paid job categories: Office/Clerical and Paraprofessional.

o Jobs in Service/Maintenance, the third lowest paid job category in state and local government work forces, are held by minority males in numbers disproportionate to their representation in the nine city work forces.

EMPLOYMENT PATTERNS AMONG SELECTED DEMOGRAPHIC GROUPS IN STATE AND LOCAL GOVERNMENTS

STATE AND LOCAL GOVERNMENT STATISTICS

The United States Equal Employment Opportunity Commission summarizes a sample of the reports it receives from state and local governments in a publication titled "Minorities and Women in State and Local Government". Such a report was published in 1973 and then, most recently, in 1985. Some of the comparisons in these reports follow.

FROM 1973 TO 1985, THE PROPORTION OF EMPLOYMENT OF MALES AND WHITE MALES DECREASED, WHILE THE PROPORTION OF EMPLOYMENT OF WOMEN AND MINORITY MALES INCREASED.

GROUP	1973	1985	DIFF
White Males	54.7%	45.7%	-9.0%
Black Males	7.5%	8.9%	+1.4%
Hisp Males	2.3%	3.2%	+0.9%
Asian Males	0.3%	0.8%	+0.5%
Total Males	65.3%	58.8%	-6.5%
White Fems	27.1%	29.5%	+2.4%
Black Fems	6.2%	8.7%	+2.5%
Hisp Fems	1.0%	2.0%	+1.0%
Asian Fems	0.3%	0.7%	+0.4%
Total Fems	34.7%	41.2%	+6.5%
TOTAL REPORTED	3808538	4741508	

(See Chart 1 and 2 attached.)

BOTH IN 1973 AND IN 1985, THE THREE LOWEST PAID JOB CATEGORIES WERE OFFICE/CLERICAL, PARA-PROFESSIONAL, AND SERVICE/MAINTENANCE, ACCORDING TO THE EEOC REPORT.

WOMEN PREDOMINATE IN PARA-PROFESSIONAL AND OFFICE/CLERICAL CATEGORIES.

In 1973, 65.4% of para-professional positions reported were held by women. In 1985, 70.6% of para-professional jobs were held by women. Of all women in the jurisdictions included in the report, 15.8% in 1973 and 13.3% in 1985 held para-professional jobs.

In 1973, 84.55% of office/clerical positions reported were held by women. In 1985, 87.8% of office/clerical jobs were held by women. Of all women in the jurisdictions included in the report, 45.9% in 1973 and 39.3% in 1985 held office/clerical positions.

Over one-half of all the women working for jurisdictions included in the report held either para-professional or clerical positions.

(See Chart 3 and 4 attached.)

MINORITY MALES ARE DISPROPORTIONATELY REPRESENTED IN THE SERVICE/MAINTENANCE CATEGORY.

In 1973, 27.5% of service/maintenance jobs were held by minority males, although minority males were only 10.6% of the total work forces included in the report. In 1985, 31.6% of service/maintenance jobs were reported as held by minority males, while minority males were only 13.2% of the total work forces.

In 1973 47.4% of all minority males reported as working for states and local governments held service/maintenance positions. In 1985, 35.5% of all minority males still held service/maintenance positions.

(See Chart 5 attached.)

MALES ARE OVER-REPRESENTED AND FEMALES ARE UNDER-REPRESENTED - AS COMPARED TO THEIR REPRESENTATION WITHIN THE CIVILIAN WORK FORCE - WITHIN THE WORK FORCES OF NINE REPRESENTATIVE CITIES: CHICAGO, DETROIT, HOUSTON, LOS ANGELES, MEMPHIS, NEW YORK CITY, PHILADELPHIA, SAN ANTONIO, AND SAN JOSE. (Data on these specific cities were provided to the AFSCME Research Department by officials of the jurisdictions in the form of the most current EEO-4 Report forms.)

REPRESENTATION OF MALES

	CITY	CIV WK/FCE	% OF REP
New York City	67.8%	55.0%	123%
San Jose	73.3%	57.5%	127%
Detroit	71.1%	55.1%	129%
Houston	75.1%	56.2%	133%
Los Angeles	76.5%	56.7%	135%
Philadelphia	73.0%	54.0%	135%
San Antonio	77.6%	57.1%	136%
Chicago	79.0%	54.9%	144%
Memphis	79.4%	54.9%	145%

REPRESENTATION OF FEMALES

	CITY	CIV WK/FCE	% OF REP
Memphis	20.6%	45.1%	46%
Chicago	21.0%	45.1%	46%
San Antonio	22.4%	42.9%	52%
Los Angeles	23.5%	43.3%	54%
Houston	24.9%	43.8%	57%
Philadelphia	27.0%	46.0%	59%
San Jose	26.7%	42.5%	63%
Detroit	28.9%	44.9%	64%
New York City	32.2%	45.0%	71%

(See Charts 6 through 14 attached.)

WHITE FEMALES TEND TO BE SEVERELY UNDER-REPRESENTED.

REPRESENTATION OF WHITE FEMALES

	CITY	CIV WK/FCE	% OF REP
San Antonio	5.7%	39.4%	14.4%
Detroit	5.5%	35.4%	15.5%
Chicago	7.6%	33.5%	22.6%
Houston	8.3%	34.0%	24.4%
Los Angeles	8.5%	33.5%	25.3%
New York City	9.1%	30.8%	29.5%
Philadelphia	11.2%	36.8%	30.4%
Memphis	9.9%	26.8%	36.9%
San Jose	17.5%	33.8%	56.7%

BLACK MALES AND BLACK FEMALES TEND TO BE REPRESENTED ABOVE THEIR INCIDENCE IN THE CIVILIAN WORK FORCE WITHIN THE SEVEN CITIES FOR WHICH CURRENT BLACK CIVILIAN WORK FORCE DATA IS AVAILABLE.

BLACK MALE REPRESENTATION

	CITY	CIV WK/FCE	% OF REP
New York City	14.2%	10.7%	132%
Memphis	34.6%	20.4%	169%
Chicago	19.3%	10.5%	184%
Houston	20.1%	8.7%	244%
Los Angeles	15.8%	4.8%	329%
Philadelphia	27.6%	8.1%	340%
Detroit	41.3%	9.1%	455%

BLACK FEMALE REPRESENTATION

	CITY	CIV WK/FCE	% OF REP
Memphis	10.7%	17.8%	60%
Chicago	11.7%	9.9%	118%
Los Angeles	7.6%	4.9%	155%
Houston	12.5%	8.0%	156%
New York City	18.9%	11.4%	165%
Philadelphia	15.2%	8.3%	183%
Detroit	22.8%	8.7%	262%

(See Charts 15 through 21)

HISPANIC MALES AND FEMALES TEND TO BE REPRESENTED BELOW THEIR INCIDENCE IN THE CIVILIAN WORK FORCE IN THE SIX CITIES FOR WHICH DATA IS REPORTED. HISPANIC WOMEN ARE UNDER-REPRESENTED IN ALL SIX CITIES, HISPANIC MEN ARE UNDER-REPRESENTED IN FOUR CITIES AND IN TWO - SAN JOSE AND SAN ANTONIO - THEY ARE REPRESENTED OVER THEIR INCIDENCE IN THE CIVILIAN LABOR FORCE.

REPRESENTATION OF HISPANIC MALES

	CITY	CIV WK/FCE	% OF REP
New York City	6.3%	10.5%	60%
Chicago	3.8%	5.5%	69%
Los Angeles	13.5%	18.8%	72%
Houston	9.7%	8.6%	78%
San Antonio	47.0%	28.2%	166%
San Jose	15.8%	8.0%	197%

REPRESENTATION OF HISPANIC FEMALES

	CITY	CIV WK/FCE	% OF REP
Los Angeles	4.0%	11.7%	34%
Chicago	1.2%	2.9%	41%
New York City	3.7%	7.9%	46%
Houston	3.3%	5.8%	56%
San Antonio	13.7%	19.0%	72%
San Jose	4.5%	5.2%	86%

(Above based on data found in Exhibit I)

WHILE THE NUMBER OF WOMEN IS WELL BELOW THEIR REPRESENTATION IN THE CIVILIAN LABOR FORCE OF THE NINE CITIES, THEY ARE REPRESENTED WELL ABOVE THEIR INCIDENCE IN THE CIVILIAN LABOR FORCE AND IN EACH CITY WORK FORCE IN THE TWO LOWEST PAID JOB CATEGORIES: OFFICE/CLERICAL AND PARA-PROFESSIONAL.

REPRESENTATION OF WOMEN IN OFFICE/CLERICAL JOBS

	% OFF/CL IN CITY	% IN CITY WK/FCE	% OF REP
New York City	80.2%	32.2%	249%
Detroit	82.9%	28.9%	287%
Philadelphia	82.5%	27.0%	306%
San Jose	94.3%	26.7%	353%
Los Angeles	83.1%	23.5%	354%
San Antonio	81.3%	22.4%	363%
Houston	90.6%	25.0%	364%
Chicago	84.4%	21.0%	402%
Memphis	83.5%	20.6%	405%

OF A TOTAL OF 44070 OFFICE/CLERICAL POSITIONS IN THE NINE CITIES, 3020 (6.9%) ARE HELD BY MALES, 9028 (20.5%) ARE HELD BY WHITE FEMALES, 21337 (48.4%) ARE HELD BY BLACK FEMALES, AND 4929 (10.5%) ARE HELD BY HISPANIC FEMALES.

WOMEN ARE OVER-REPRESENTED IN PARA-PROFESSIONAL POSITIONS WHEN COMPARED TO THE REPRESENTATION OF WOMEN IN THE CITY WORK FORCES.

REPRESENTATION OF WOMEN IN PARA-PROFESSIONAL JOBS

	% PARA-P IN CITY	% IN CITY WK/FCE	% OF REP
New York City	50.7%	32.2%	157%
San Jose	50.0%	26.7%	187%
Memphis	42.4%	20.6%	206%
Philadelphia	56.1%	27.0%	208%
Los Angeles	49.0%	23.5%	208%
Detroit	71.8%	28.9%	248%
San Antonio	57.8%	22.4%	258%
Chicago	64.5%	21.0%	307%
Houston	78.0%	24.9%	313%

OF A TOTAL OF 8549 PARA-PROFESSIONAL POSITIONS IN THE NINE CITIES, 1069 (12.5%) ARE HELD BY WHITE FEMALES, 2804 (32.8%) ARE HELD BY BLACK FEMALES, AND 651 (7.6%) ARE HELD BY HISPANIC FEMALES.

WITH FEW EXCEPTIONS, THE REPRESENTATION OF WHITE, BLACK AND HISPANIC WOMEN IN OFFICE/CLERICAL AND PARA-PROFESSIONAL JOBS IS WELL ABOVE THE REPRESENTATION OF EACH GROUP IN THE CITY WORK FORCE.

% OF WOMEN IN OFFICE/CLERICAL POSITIONS AS COMPARED TO REP IN CITY WORK FORCE

	WHITE		BLACK		HISPANIC	
	CITY	O/CL	CITY	O/CL	CITY	O/CL
Chicago	7.6	26.5	11.7	51.3	1.2	5.7
Detroit	5.5	11.0	22.8	71.0	.2	.6
Houston	8.3	22.4	12.5	52.0	3.3	14.2
Los Angeles	8.5	23.3	7.6	29.4	4.0	17.5
Memphis	9.9	43.6	10.7	39.9	-0-	-0-
New York City	9.1	15.6	18.9	53.5	3.7	10.2
Philadelphia	11.2	34.8	15.2	46.3	.4	1.0
San Antonio	5.7	11.3	2.9	9.0	13.7	61.0
San Jose	17.5	58.3	1.4	5.7	4.5	18.6

% OF WOMEN IN PARA-PROFESSIONAL POSITIONS
AS COMPARED TO REP IN CITY WORK FORCE

	WHITE		BLACK		HISPANIC	
	CITY	P/P	CITY	P/P	CITY	P/P
Chicago	7.6	16.9	11.7	43.2	1.2	3.6
Detroit	5.5	14.8	22.8	55.0	.2	1.7
Houston	8.3	6.0	12.5	50.0	3.3	16.0
Los Angeles	8.5	18.9	7.6	14.1	4.0	8.0
Memphis	9.9	20.1	10.7	22.3	-0-	-0-
New York City	9.1	11.2	18.9	31.2	3.7	7.6
Philadelphia	11.2	10.7	15.2	44.7	.4	.3
San Antonio	5.7	10.8	2.9	11.4	13.7	35.3
San Jose	17.5	23.3	1.4	6.7	4.5	10.0

THE THIRD LOWEST PAID JOB CATEGORY IN THE NATION'S CITIES IS SERVICE/MAINTENANCE, A JOB CATEGORY THAT IS DISPROPORTIONATELY MALE AND, IN PARTICULAR, MINORITY MALE.

REPRESENTATION OF MALES IN SERVICE/MAINTENANCE POSITIONS

	MALE % SV/MNT IN CITY	MALE % IN CITY WK/FCE	% OF TOT REP
Houston	84.9%	75.1%	113%
Memphis	92.0%	79.4%	116%
San Antonio	90.3%	77.6%	116%
Los Angeles	91.9%	76.5%	120%
Chicago	95.8%	79.0%	121%
San Jose	88.4%	73.3%	121%
Detroit	88.0%	71.1%	124%
Philadelphia	90.3%	73.0%	124%
New York City	95.0%	67.8%	140%

PERCENT OF MALES BY RACE IN SERVICE/MAINTENANCE POSITIONS AS COMPARED TO THEIR REPRESENTATION IN EACH CITY WORK FORCE

	WHITE		BLACK		HISPANIC	
	CITY	S/M	CITY	S/M	CITY	S/M
Chicago	55.2	55.8	19.3	34.8	3.8	5.0
Detroit	28.4	12.4	41.3	74.8	.6	.6
Houston	42.9	9.2	20.1	54.0	9.7	16.9
Los Angeles	41.0	22.4	15.8	42.6	13.5	24.1
Memphis	44.8	12.2	34.6	79.6	.0	.1
New York City	46.1	60.5	14.2	24.2	6.3	9.9
Philadelphia	43.7	15.5	27.6	72.2	1.3	2.2
San Antonio	24.4	4.9	5.9	8.2	47.0	77.0
San Jose	49.1	37.1	2.5	3.1	15.8	43.1

MINORITY MALES TEND TO BE CLUSTERED IN SERVICE/MAINTENANCE POSITIONS WITHIN THE CITY WORK FORCES IN PERCENTAGES GREATER THAN WHITE MALES.

PERCENTAGE OF ALL OF THE MALES OF EACH RACE WITHIN CITY WORK FORCE THAT ARE FOUND IN SERVICE/MAINTENANCE POSITIONS.

	WHITE	BLACK	HISPANIC
Chicago	17.8%	31.8%	23.0%
Detroit	10.5%	43.7%	22.0%
Houston	2.9%	37.2%	24.1%
Los Angeles	7.8%	38.6%	25.5%
Memphis	7.8%	62.8%	-0-
New York City	16.3%	21.2%	19.4%
Philadelphia	5.9%	43.8%	28.9%
San Antonio	3.4%	23.5%	27.4%

OF A TOTAL OF 45523 SERVICE/MAINTENANCE POSITIONS IN THE NINE CITIES, 17,308 (38%) ARE HELD BY WHITE MALES, 19,072 (41.9%) ARE HELD BY BLACK MALES AND 5292 (11.6%) ARE HELD BY HISPANIC MALES.

EXHIBITS attached include:

Exhibit I - Representation of all groups in nine cities.

Exhibit II - Representation of groups in Office/Clerical jobs.

Exhibit III - Representation of groups in Para-Professional jobs.

Exhibit IV - Representation of groups in Service/Maintenance jobs.

Exhibit V - Representation of Blacks in nine cities.

Exhibit VI - Representation of Hispanics in nine cities.

Exhibit VII - Representation of females in nine cities.

CONCLUSIONS

WITHIN STATE AND LOCAL GOVERNMENTS, TWO OF THE LOWEST PAID JOB CATEGORIES ARE OFFICE/CLERICAL AND PARA-PROFESSIONAL POSITIONS. POSITIONS THAT FALL WITHIN THIS CATEGORY ARE HELD BY WOMEN. WHERE THERE ARE SUBSTANTIAL NUMBERS OF MINORITY WOMEN WITHIN THE CIVILIAN WORK FORCE, THEN THE OFFICE/CLERICAL POSITIONS ARE DOMINATED BY MINORITY WOMEN.

SERVICE/MAINTENANCE POSITIONS ARE A STRONGHOLD OF MINORITY MALES WITHIN STATE AND LOCAL GOVERNMENT WORK FORCES. IN CITIES IN PARTICULAR, MINORITY MEN PREDOMINATE WITHIN THIS JOB CATEGORY, WHICH IS THE THIRD LOWEST PAID CATEGORY.

OUR ANALYSIS OF NINE MAJOR U. S. CITIES SHOWS THAT WHILE WHITE MALES ARE MAINTAINING THEIR REPRESENTATION WITHIN THESE WORK FORCES AND WHILE MINORITY MALES AND MINORITY FEMALES ARE INCREASING THEIR REPRESENTATION, WHITE FEMALES APPEAR TO BE DECREASING IN REPRESENTATION.

Chart 1

REP OF RACE/SEX IN EEOC SAMPLE

1973

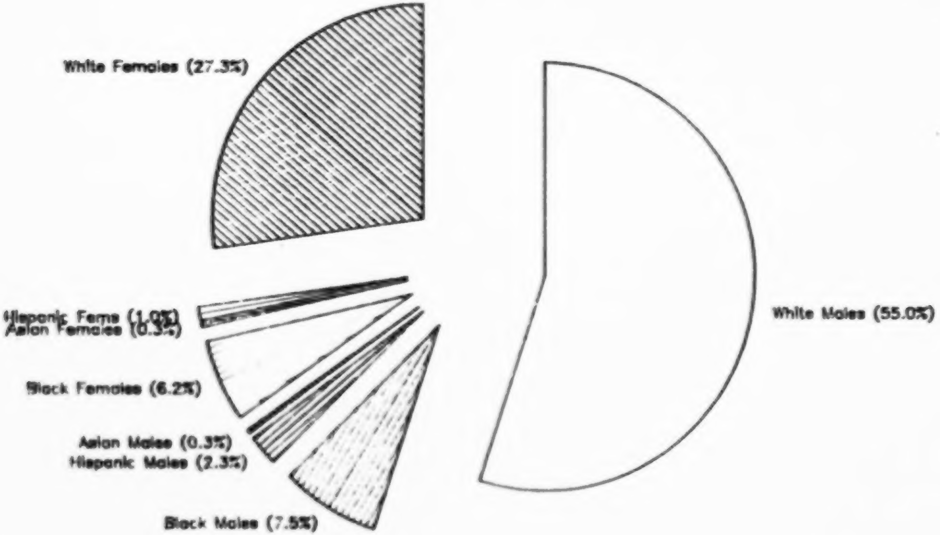


Chart 2

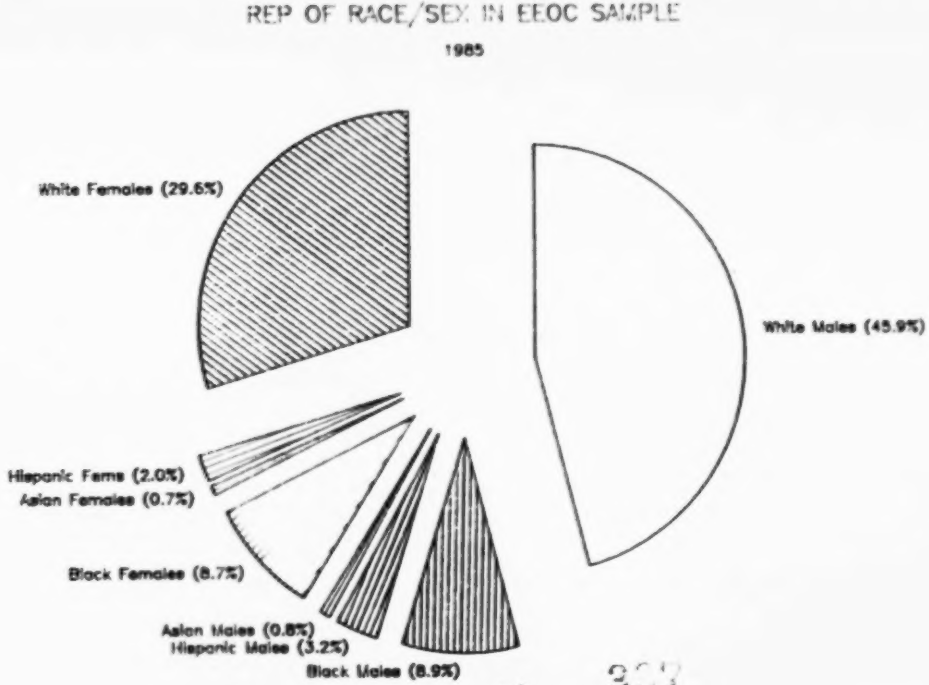
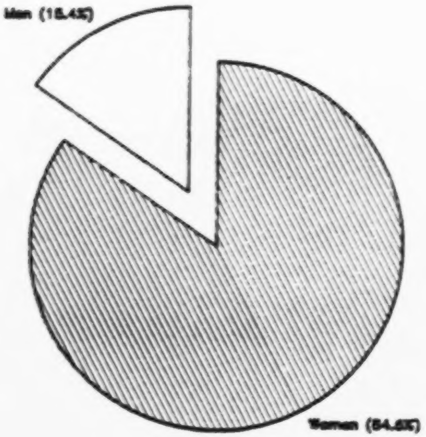

REP OF RACE/SEX IN EEOC SAMPLE
1985
White Females (29.6%)
White Males (45.9%)
Hispanic Fems (2.0%)
Asian Females (0.7%)
Black Females (8.7%)
Asian Males (0.8%)
Hispanic Males (3.2%)
Black Males (8.9%)

Chart 3

OFFICE CLERICAL POSITIONS

Representation By Sex – 1973



OFFICE CLERICAL POSITIONS

Representation By Sex – 1985

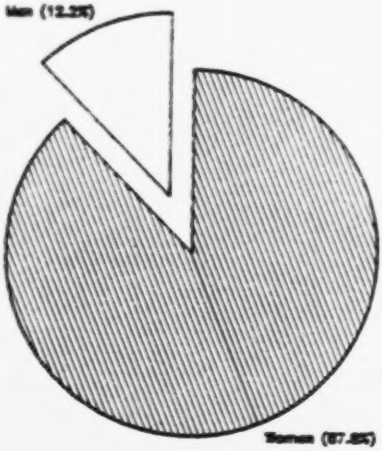
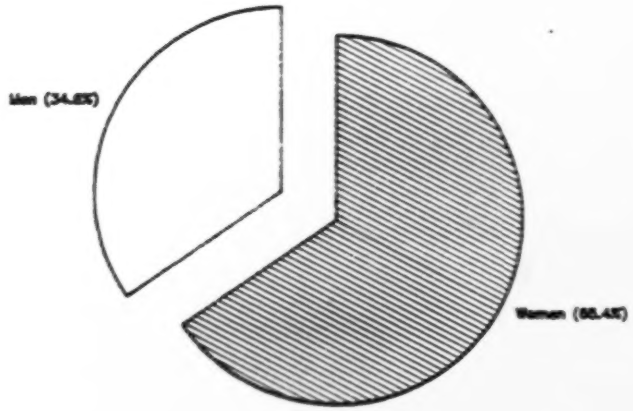


Chart 4

PARA–PROFESSIONAL POSITIONS

Representation By Sex – 1973



PARA–PROFESSIONAL POSITIONS

Representation By Sex – 1986

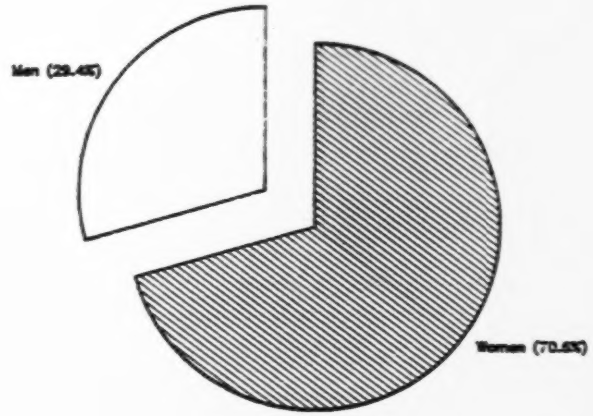
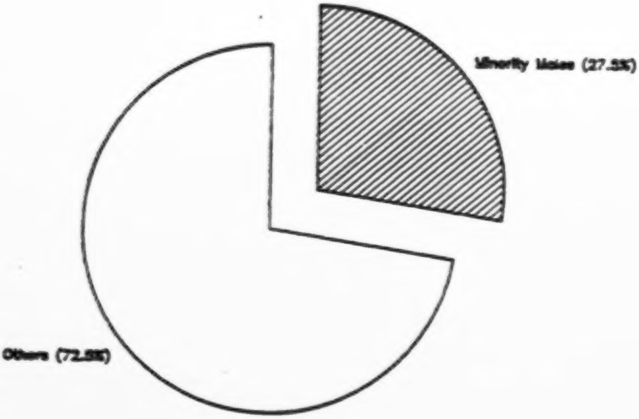


Chart 5

SERVICE/MAINTENANCE POSITIONS

Representation By Race – 1973



SERVICE/MAINTENANCE POSITIONS

Representation By Race – 1980

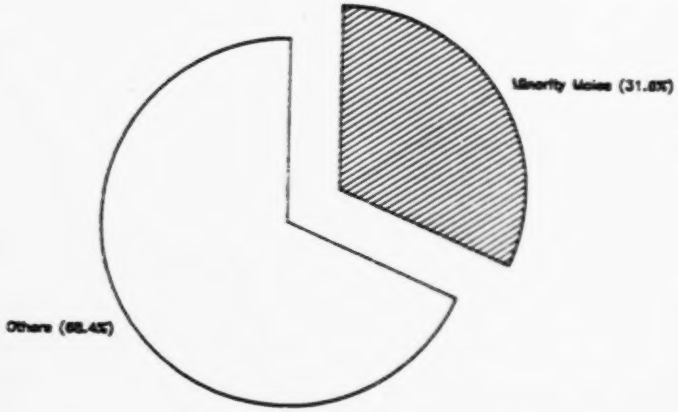
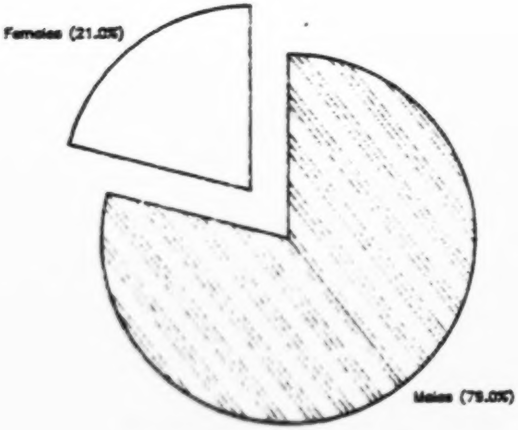


Chart 6

CHICAGO

Males and Females in City Workforce



CHICAGO

Males and Females in Civilian Workforce

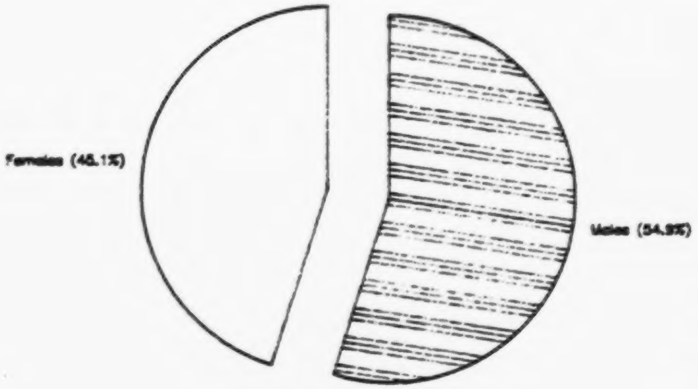
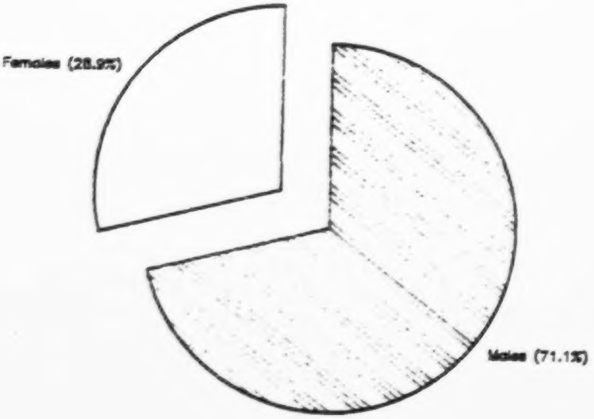


Chart 7

DETROIT

Males and Females in City Workforce



DETROIT

Males and Females in Civilian Workforce

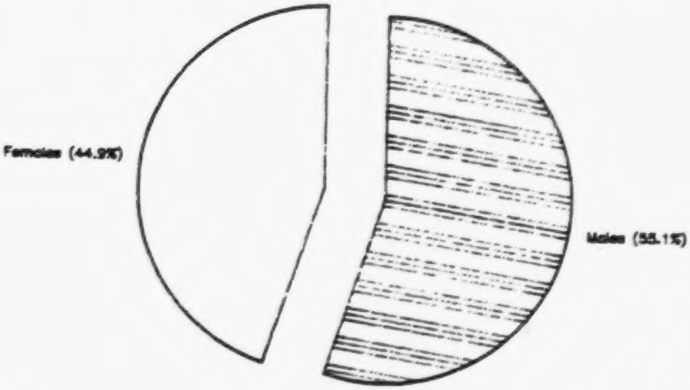
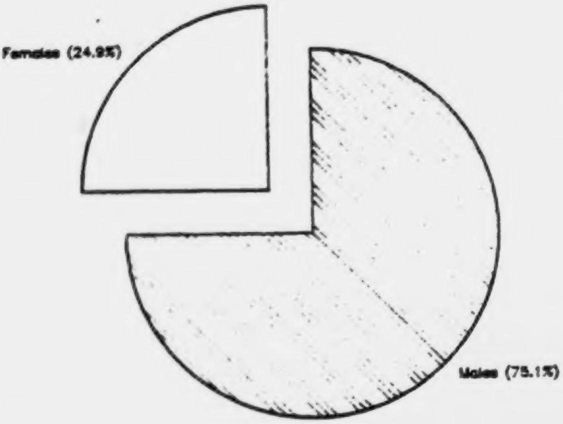


Chart 8

HOUSTON

Males and Females in City Workforce



HOUSTON

Males and Females in Civilian Workforce

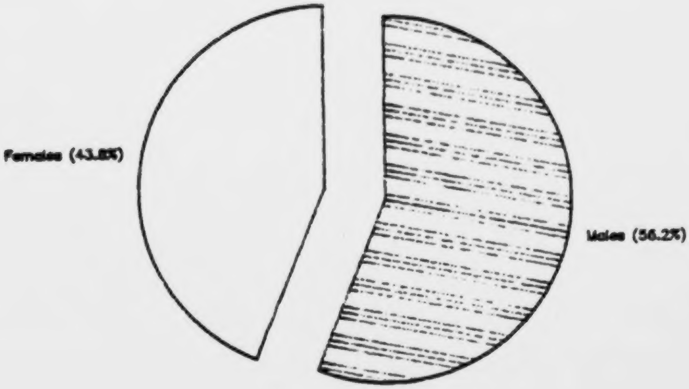
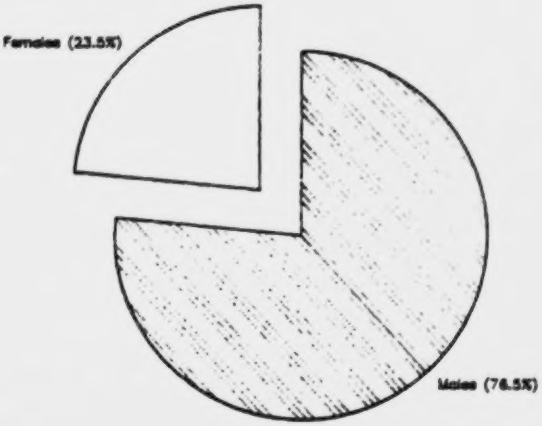


Chart 9

LOS ANGELES

Males and Females in City Workforce



LOS ANGELES

Males and Females in Civilian Workforce

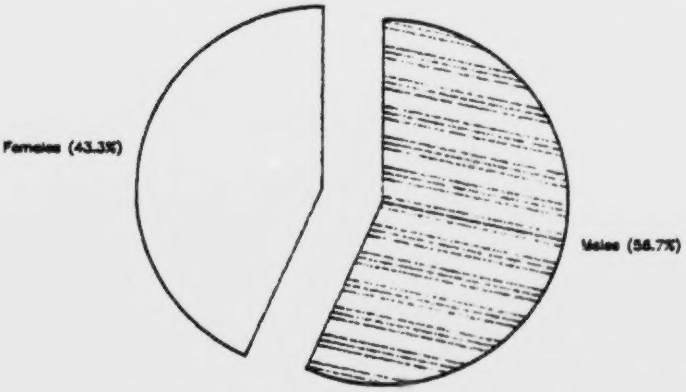
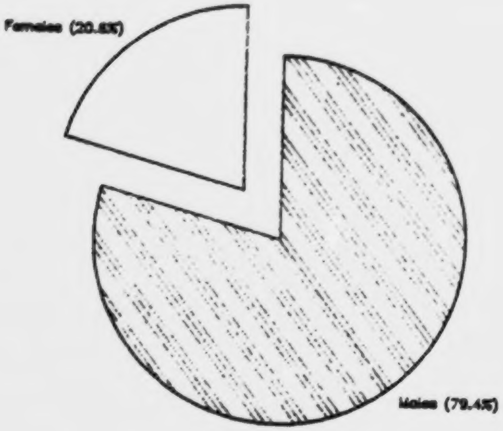


Chart 10

MEMPHIS

Males and Females in City Workforce



MEMPHIS

Males and Females in Civilian Workforce

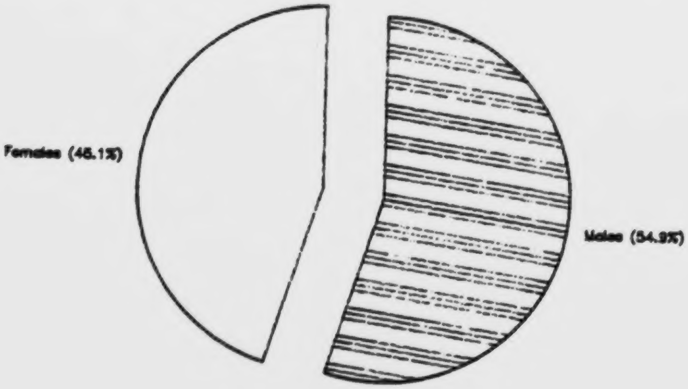
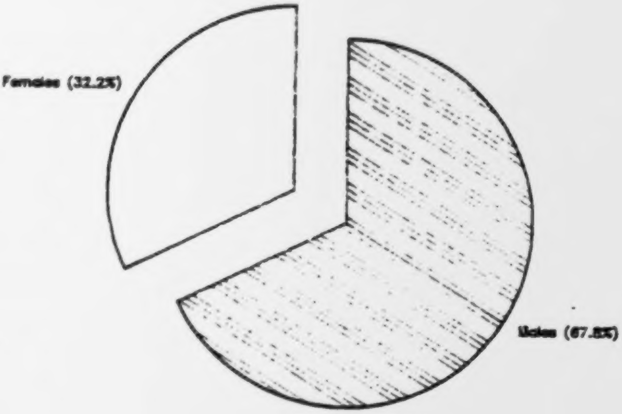


Chart 11

NEW YORK CITY

Males and Females in City Workforce



NEW YORK CITY

Males and Females in Civilian Workforce

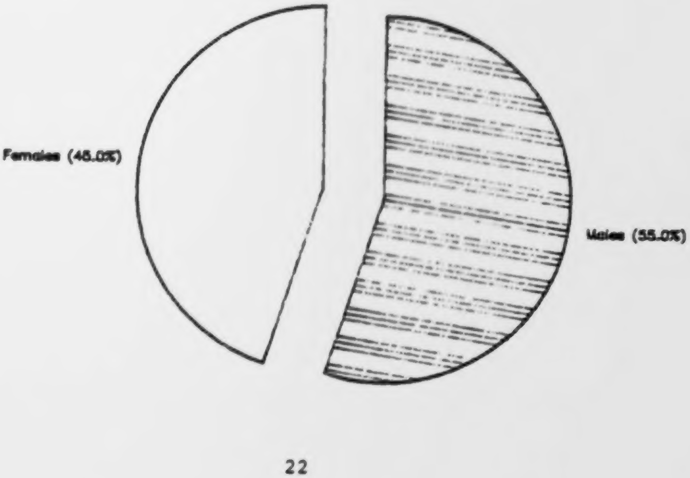
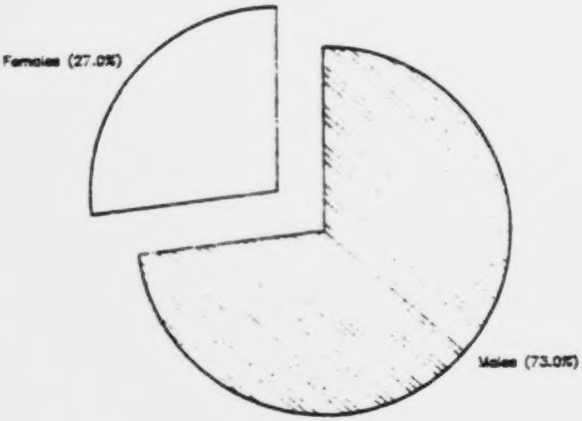


Chart 12

PHILADELPHIA

Males and Females in City Workforce



PHILADELPHIA

Males and Females in Civilian Workforce

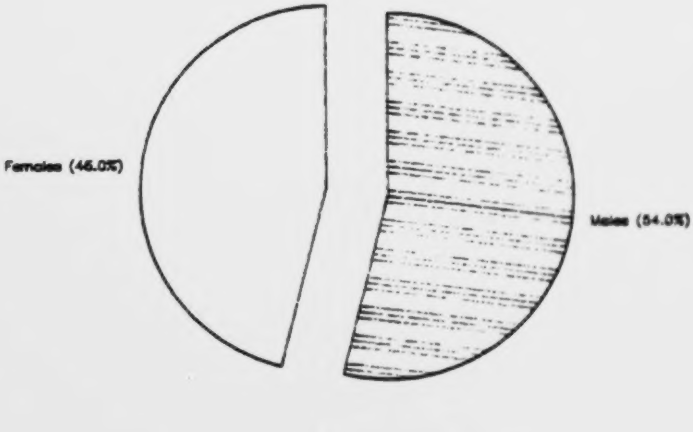
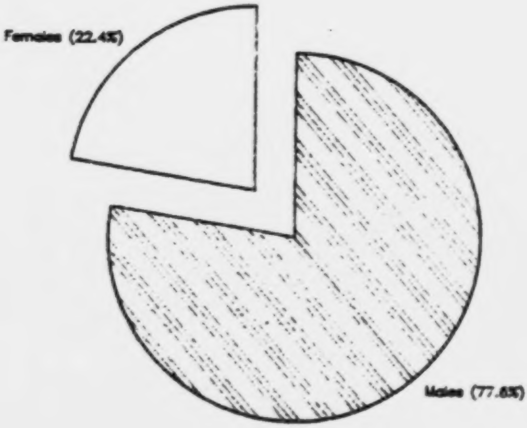


Chart 13

SAN ANTONIO

Males and Females in City Workforce



SAN ANTONIO

Males and Females in Civilian Workforce

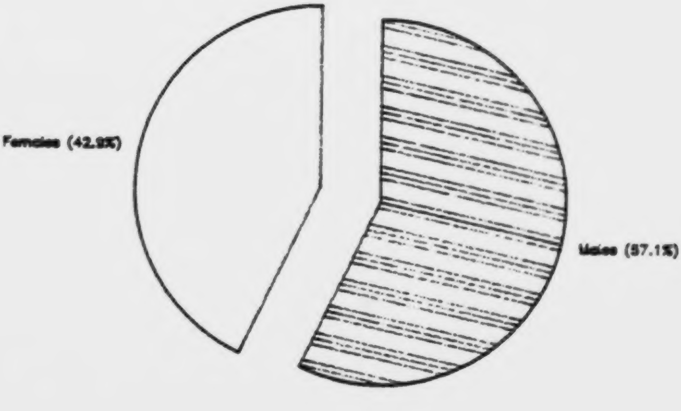
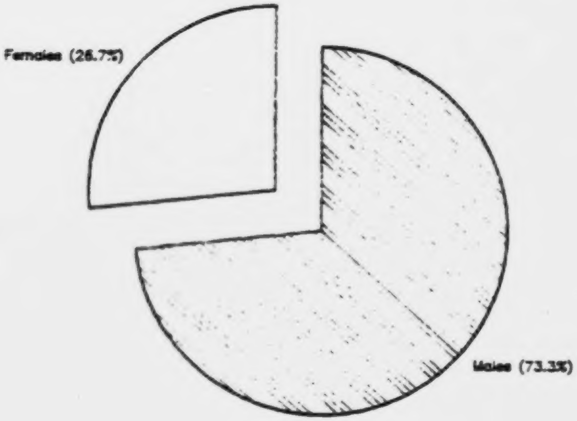


Chart 14

SAN JOSE

Males and Females in City Workforce



SAN JOSE

Males and Females in Civilian Workforce

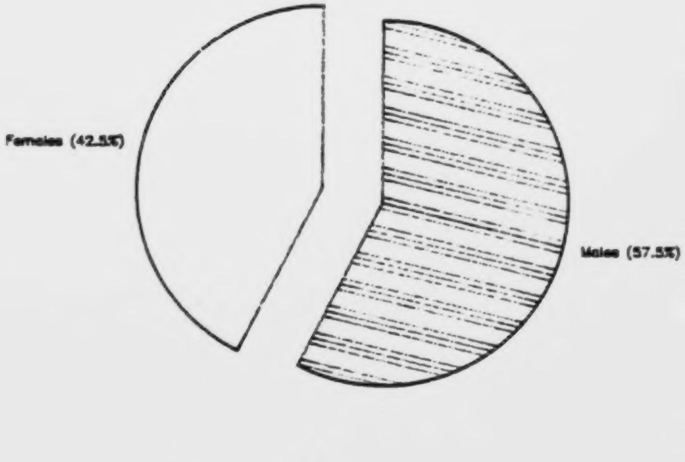
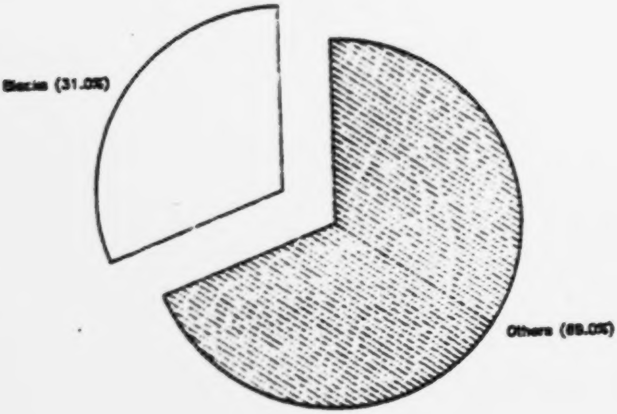


Chart 15

CHICAGO

Blacks and Others in City Workforce



CHICAGO

Blacks and Others in Civilian Workforce

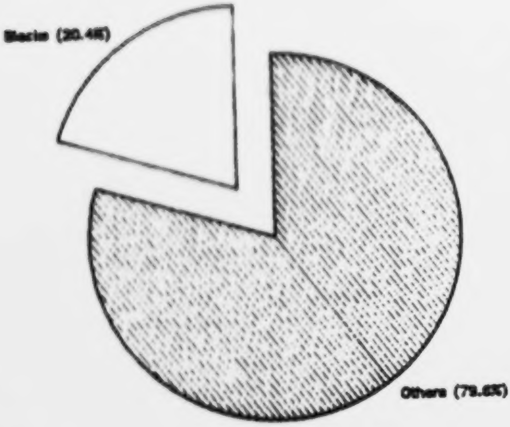
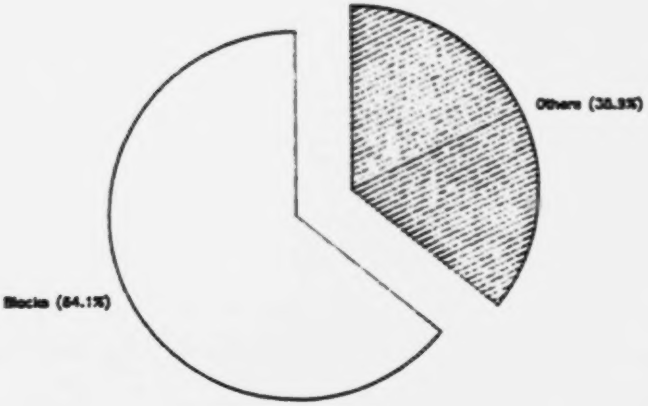
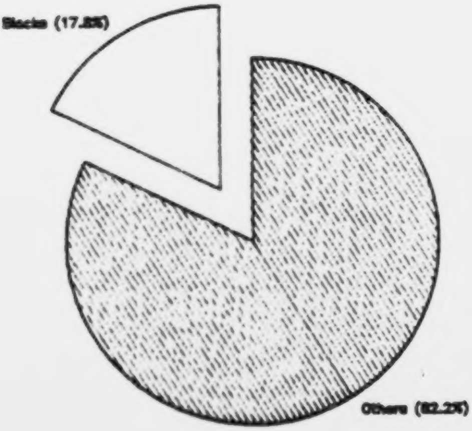


Chart 16


DETROIT

Blacks and Others in City Workforce

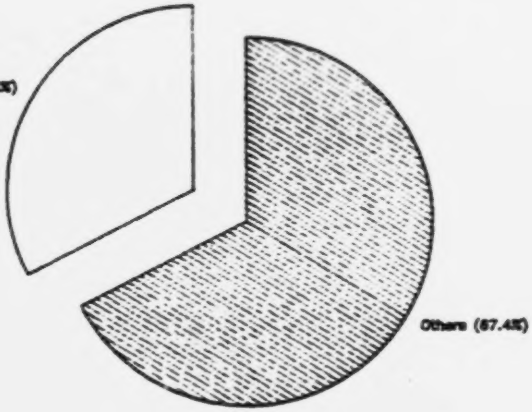

DETROIT

Blacks and Others in Civilian Workforce

Chart 17

HOUSTON

Blacks and Others in City Workforce



HOUSTON

Blacks and Others in Civilian Workforce

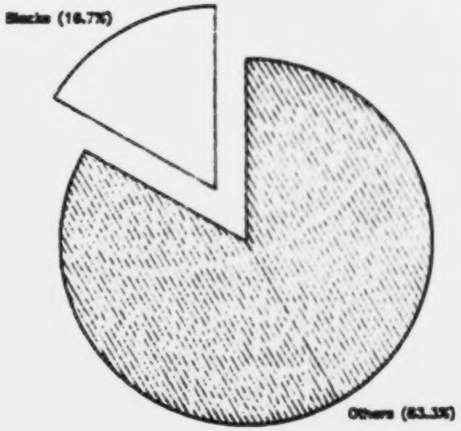
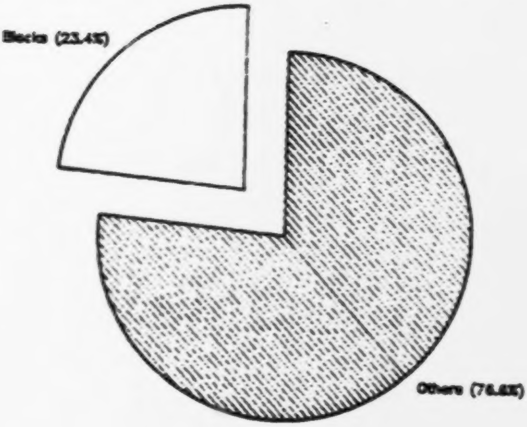


Chart 18

LOS ANGELES

Blacks and Others in City Workforce



LOS ANGELES

Blacks and Others in Civilian Workforce

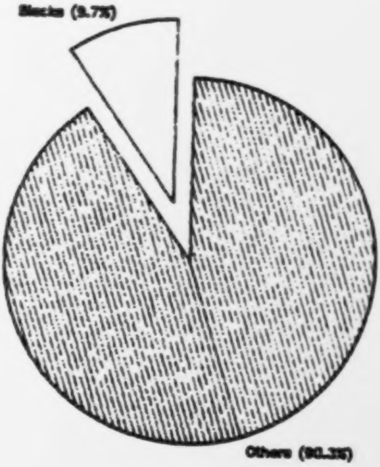
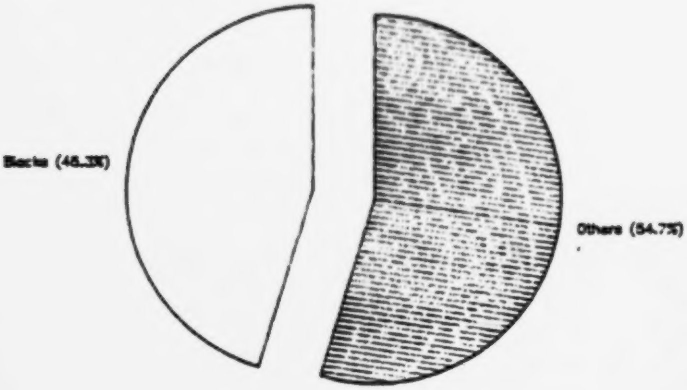


Chart 19

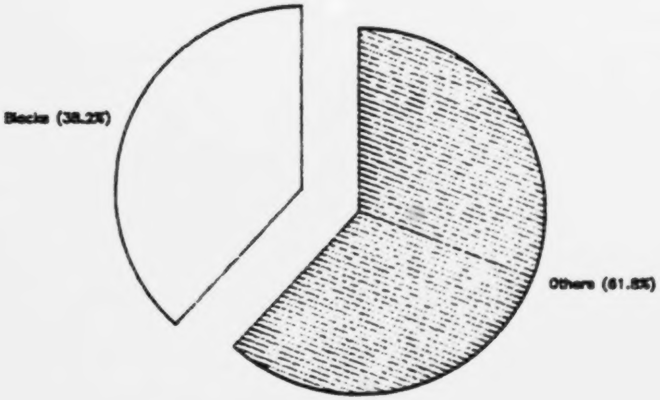
MEMPHIS

Blacks and Others in City Workforce



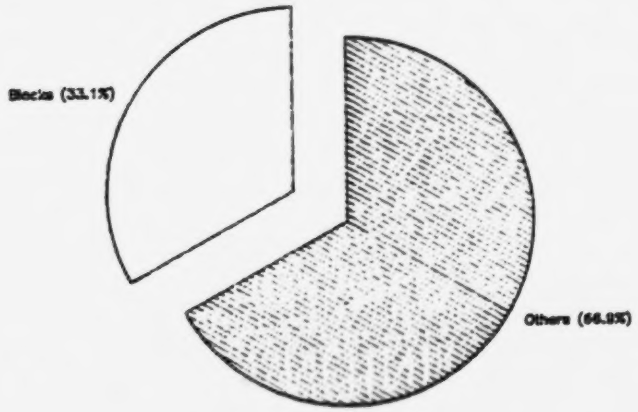
MEMPHIS

Blacks and Others in Civilian Workforce



NEW YORK CITY

Blacks and Others in City Workforce



NEW YORK CITY

Blacks and Others in Civilian Workforce

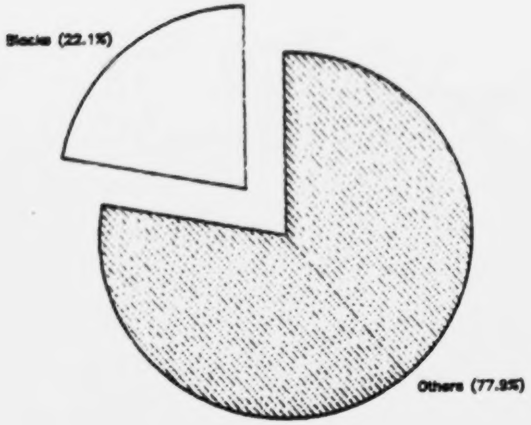
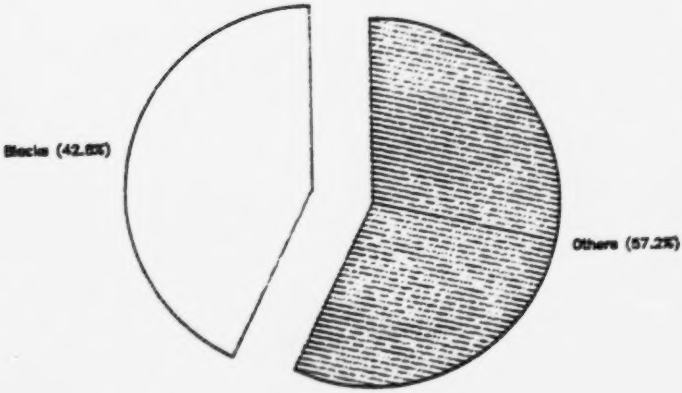


Chart 21

PHILADELPHIA

Blacks and Others in City Workforce



PHILADELPHIA

Blacks and Others in Civilian Workforce

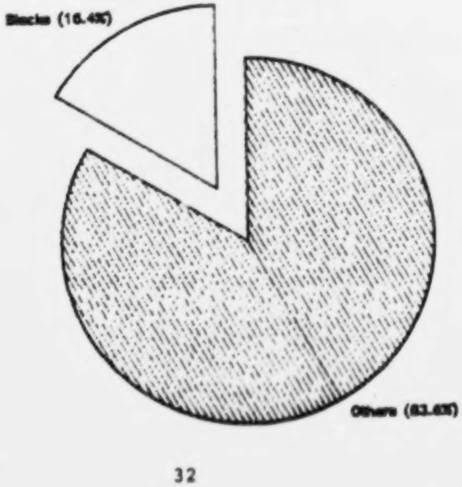


EXHIBIT 1

REPRESENTATIVE CITIES

Representation as Reported in Current (1987 or 1988) EEO-4 Reports

Civilian work force data from: "Geographic Profile of Employment and Unemployment, 1987" U. S. Department of Labor

CITY	TOTAL EMPLS	MALE	FEMALE	WHITE MALE	WHITE FEMALE	BLACK MALE	BLACK FEMALE	HISPANIC MALE	HISPANIC FEMALE	ASIAN MALE	ASIAN FEMALE	AMERIND MALE	AMERIND FEMALE
CHICAGO	35182	27804	7378	19415	2666	6780	4100	1324	420	241	152	36	12
Percent City Wk/Fce		79.0%	21.0%	55.2%	7.6%	19.3%	11.7%	3.8%	1.2%	0.7%	0.4%	0.1%	0.0%
Percent Civ Wk/Fce		54.9%	45.1%	42.4%	33.5%	10.5%	9.9%	5.5%	2.9%				
DETROIT	20195	14361	5834	5727	1115	8331	4611	126	49	158	51	19	8
Percent City Wk/Fce		71.1%	28.9%	28.4%	5.5%	41.3%	22.8%	0.6%	0.2%	0.8%	0.3%	0.1%	0.0%
Percent Civ Wk/Fce		55.1%	44.9%	44.8%	35.4%	9.1%	8.7%						
HOUSTON	19116	14349	4765	8197	1585	3851	2386	1860	624	393	163	48	7
Percent City Wk/Fce		75.1%	24.9%	42.9%	8.3%	20.1%	12.5%	9.7%	3.3%	2.1%	0.9%	0.3%	0.0%
Percent Civ Wk/Fce		56.2%	43.8%	45.0%	34.0%	8.7%	8.0%	8.4%	5.8%				
LOS ANGELES	42030	32140	9882	17213	3564	6641	3180	5681	1691	2533	1618	80	29
Percent City Wk/Fce		76.5%	23.5%	41.0%	8.5%	15.8%	7.6%	13.5%	4.0%	6.0%	3.8%	0.2%	0.1%
Percent Civ Wk/Fce		56.7%	43.3%	50.2%	33.9%	4.8%	4.9%	10.8%	11.7%				
MEMPHIS	6192	4916	1276	2771	611	2142	665	2	0	1	0	0	0
Percent City Wk/Fce		79.4%	20.6%	44.8%	9.9%	34.6%	10.7%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
Percent Civ Wk/Fce		54.9%	45.1%	33.7%	26.8%	20.6%	17.8%						
NEW YORK CITY	138472	93901	44571	63827	12560	19608	26203	8729	5063	1661	686	85	39
Percent City Wk/Fce		67.8%	32.2%	46.1%	9.1%	14.2%	18.9%	6.3%	3.7%	1.2%	0.5%	0.1%	0.0%
Percent Civ Wk/Fce		55.0%	45.0%	40.8%	30.0%	10.7%	11.4%	10.5%	7.9%				
PHILADELPHIA	30223	22056	8167	13202	3379	8329	4603	386	124	73	32	68	29
Percent City Wk/Fce		73.0%	27.0%	43.7%	11.2%	27.6%	15.2%	1.3%	0.4%	0.2%	0.1%	0.2%	0.1%
Percent Civ Wk/Fce		54.0%	46.0%	44.9%	36.0%	8.1%	8.3%						
SAN ANTONIO	7774	6033	1741	1899	443	456	224	3655	1066	8	2	15	4
Percent City Wk/Fce		77.6%	22.4%	24.4%	5.7%	5.9%	2.9%	47.0%	13.7%	0.1%	0.0%	0.2%	0.1%
Percent Civ Wk/Fce		57.1%	42.9%	53.6%	39.4%			28.2%	19.0%				
SAN JOSE	4516	3309	1207	2219	791	119	64	713	204	235	143	27	5
Percent City Wk/Fce		73.3%	26.7%	49.1%	17.5%	2.6%	1.4%	15.8%	4.5%	5.2%	3.2%	0.6%	0.1%
Percent Civ Wk/Fce		57.5%	42.5%	45.5%	33.0%			8.0%	5.2%				
GRAND TOTAL	303690	218877	84821	134470	26736	56261	46036	22465	9249	5303	2647	378	153
Percent		72.1%	27.9%	44.3%	8.8%	18.5%	15.2%	7.4%	3.0%	1.7%	0.9%	0.1%	0.1%

EXHIBIT 11

REPRESENTATIVE CITIES

Representation in Lowest Paid Job Categories

Office/Clerical (Ratio .77)

CITY	TOTAL EMPLS	MALE	FEMALE	WHITE MALE	WHITE FEMALE	BLACK MALE	BLACK FEMALE	HISPANIC MALE	HISPANIC FEMALE	ASIAN MALE	ASIAN FEMALE	AMERIND MALE	AMERIND FEMALE
CHICAGO	3659	572	3087	266	969	246	1876	47	208	15	31	0	3
Percent Off/Cl		15.6%	84.4%	7.3%	26.5%	6.7%	51.3%	1.3%	5.7%	0.4%	0.8%	0.0%	0.1%
Percent City Wkfrce		79.0%	21.0%	55.2%	7.6%	19.3%	11.7%	3.8%	1.2%	0.7%	0.4%	0.1%	0.0%
DETROIT	2853	487	2366	159	314	325	2027	2	17	1	6	0	2
Percent Off/Cl		17.1%	82.9%	5.6%	11.0%	11.4%	71.0%	0.1%	0.6%	0.0%	0.2%	0.0%	0.1%
Percent City Wkfrce		71.1%	28.9%	28.4%	5.9%	41.3%	22.0%	0.6%	0.2%	0.0%	0.3%	0.1%	0.0%
HOUSTON	2359	222	2137	56	529	105	1227	43	335	18	44	0	2
Percent Off/Cl		9.4%	90.6%	2.4%	22.4%	4.5%	52.0%	1.8%	14.2%	0.8%	1.9%	0.0%	0.1%
Percent City Wkfrce		75.1%	24.9%	42.9%	8.3%	20.1%	12.5%	9.7%	3.3%	2.1%	0.9%	0.3%	0.0%
LOS ANGELES	6402	1081	5321	419	1489	259	1880	227	1119	173	815	3	18
Percent Off/Cl		16.9%	83.1%	6.5%	23.3%	4.0%	29.4%	3.5%	17.5%	2.7%	12.7%	0.0%	0.3%
Percent City Wkfrce		76.5%	23.5%	41.0%	8.5%	15.2%	7.6%	13.5%	4.0%	6.0%	3.4%	0.2%	0.1%
MEMPHIS	562	93	469	51	245	42	224	0	0	0	0	0	0
Percent Off/Cl		16.5%	83.5%	9.1%	43.6%	7.5%	39.9%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
Percent City Wkfrce		79.4%	20.6%	44.0%	9.9%	34.6%	10.7%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
NEW YORK CITY	22325	4414	17911	1522	3476	2010	11933	719	2273	154	208	9	19
Percent Off/Cl		19.8%	80.2%	6.8%	15.6%	9.0%	53.5%	3.2%	10.2%	0.7%	0.9%	0.0%	0.1%
Percent City Wkfrce		67.8%	32.2%	46.1%	9.1%	14.2%	10.9%	6.3%	3.7%	1.2%	0.5%	0.1%	0.0%
PHILADELPHIA	4437	776	3661	503	1544	256	2056	14	46	1	6	2	9
Percent Off/Cl		17.5%	82.5%	11.3%	34.8%	5.8%	46.3%	0.3%	1.0%	0.0%	0.1%	0.0%	0.2%
Percent City Wkfrce		73.0%	27.0%	43.7%	11.2%	27.6%	15.2%	1.3%	0.4%	0.2%	0.1%	0.2%	0.1%
SAN ANTONIO	843	158	685	24	95	17	76	110	514	1	0	0	0
Percent Off/Cl		18.7%	81.3%	2.8%	11.3%	2.0%	9.0%	13.0%	61.0%	0.1%	0.0%	0.0%	0.0%
Percent City Wrkfrce		77.6%	22.4%	24.4%	5.7%	5.9%	2.9%	47.0%	13.7%	0.1%	0.0%	0.2%	0.1%
SAN JOSE	630	36	594	20	367	2	36	6	117	8	73	0	1
Percent Off/Cl		5.7%	94.3%	3.2%	58.3%	0.3%	5.7%	1.0%	18.6%	1.3%	11.6%	0.0%	0.2%
Percent City Wrkfrce		73.3%	26.7%	49.1%	17.5%	2.5%	1.4%	15.0%	4.5%	5.2%	3.2%	0.6%	0.1%
GRAND TOTAL	44070	7839	36231	3020	9028	3262	21337	1176	4629	369	1183	14	54
Percent Total Off/Cl		17.8%	82.2%	6.9%	20.5%	7.4%	48.4%	2.7%	10.5%	0.8%	2.7%	0.0%	0.1%
Percent Rep City Wkfc		72.1%	27.9%	44.3%	8.8%	18.5%	15.2%	7.4%	3.0%	1.7%	0.9%	0.1%	0.1%

EXHIBIT III

REPRESENTATIVE CITIES
Representation in Lowest Paid Job Categories
Para Professionals (Ratio .78)

CITY	TOTAL EMPLS	MALE	FEMALE	WHITE MALE	WHITE FEMALE	BLACK MALE	BLACK FEMALE	HISPANIC MALE	HISPANIC FEMALE	ASIAN MALE	ASIAN FEMALE	AMERIND MALE	AMERIND FEMALE
CHICAGO	1019	362	657	187	172	131	440	37	37	7	6	0	2
Percent Para-Prof		35.5%	64.5%	18.4%	16.9%	12.9%	43.2%	3.6%	3.6%	0.7%	0.6%	0.0%	0.2%
Percent City Wkfrce		79.0%	21.0%	55.2%	7.6%	19.3%	11.7%	3.8%	1.2%	0.7%	0.4%	0.1%	0.0%
DETROIT	291	82	209	32	43	47	160	3	5	0	0	0	1
Percent Para-Prof		28.2%	71.8%	11.0%	14.8%	16.2%	55.0%	1.0%	1.7%	0.0%	0.0%	0.0%	0.3%
Percent City Wkfrce		71.1%	28.9%	28.4%	5.9%	41.3%	22.8%	0.6%	0.2%	0.0%	0.3%	0.1%	0.0%
HOUSTON	50	11	39	4	3	4	25	3	8	0	3	0	0
Percent Para-Prof		22.0%	78.0%	8.0%	6.0%	8.0%	50.0%	6.0%	16.0%	0.0%	6.0%	0.0%	0.0%
Percent City Wkfrce		75.1%	24.9%	42.9%	8.3%	20.1%	12.5%	9.7%	3.3%	2.1%	0.9%	0.3%	0.0%
LOS ANGELES	461	235	226	106	87	49	65	57	37	22	37	1	0
Percent Para-Prof		51.0%	49.0%	23.0%	18.9%	10.6%	14.1%	12.4%	8.0%	4.8%	8.0%	0.2%	0.0%
Percent City Wkfrce		76.5%	23.5%	41.0%	8.5%	15.0%	7.6%	13.5%	4.0%	6.0%	3.4%	0.2%	0.1%
MEMPHIS	139	80	59	49	28	30	31	1	0	0	0	0	0
Percent Para-Prof		57.6%	42.4%	35.3%	20.1%	21.6%	22.3%	0.7%	0.0%	0.0%	0.0%	0.0%	0.0%
Percent City Wkfrce		79.4%	20.6%	44.8%	9.9%	34.6%	10.7%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
NEW YORK CITY	5117	2525	2592	493	574	1438	1596	534	388	59	31	1	3
Percent Para-Prof		49.3%	50.7%	9.6%	11.2%	28.1%	31.2%	10.4%	7.6%	1.2%	0.6%	0.0%	0.1%
Percent City Wkfrce		67.8%	32.2%	46.1%	9.1%	14.2%	18.9%	6.3%	3.7%	1.2%	0.5%	0.1%	0.0%
PHILADELPHIA	961	422	539	149	103	267	430	6	3	0	0	0	3
Percent Para-Prof		43.9%	56.1%	15.5%	10.7%	27.8%	44.7%	0.6%	0.3%	0.0%	0.0%	0.0%	0.3%
Percent City Wkfrce		73.0%	27.0%	43.7%	11.2%	27.6%	15.2%	1.3%	0.4%	0.2%	0.1%	0.2%	0.1%
SAN ANTONIO	481	203	278	44	52	31	55	128	170	0	1	0	0
Percent Para-Prof		42.2%	57.8%	9.1%	10.8%	6.4%	11.4%	26.6%	35.3%	0.0%	0.2%	0.0%	0.0%
Percent City Wrkfrce		77.6%	22.4%	24.4%	5.7%	5.9%	2.9%	47.0%	13.7%	0.1%	0.0%	0.2%	0.1%
SAN JOSE	30	15	15	8	7	2	2	3	3	2	3	0	0
Percent Para-Prof		50.0%	50.0%	26.7%	23.3%	6.7%	6.7%	10.0%	10.0%	6.7%	10.0%	0.0%	0.0%
Percent City Wrkfrce		73.3%	26.7%	49.1%	17.9%	2.5%	1.4%	15.8%	4.5%	5.2%	3.2%	0.6%	0.1%
GRAND TOTAL	8549	3935	4614	1072	1069	1999	2804	772	651	90	81	2	9
Percent Total Para-Pr		46.0%	54.0%	12.5%	12.5%	23.4%	32.8%	9.0%	7.6%	1.1%	0.9%	0.0%	0.1%
Percent Rep City Wkfs		72.1%	27.9%	44.3%	8.8%	18.5%	15.2%	7.4%	3.0%	1.7%	0.9%	0.1%	0.1%

EXHIBIT IV

REPRESENTATIVE CITIES
Representation in Lowest Paid Job Categories
Service/Maintenance (Ratio .80)

CITY	TOTAL EMPLS	MALE	FEMALE	WHITE MALE	WHITE FEMALE	BLACK MALE	BLACK FEMALE	HISPANIC MALE	HISPANIC FEMALE	ASIAN MALE	ASIAN FEMALE	AMERIND MALE	AMERIND FEMALE
CHICAGO	6209	5948	261	3467	66	2159	183	309	12	9	0	4	0
Percent Serv/Mnt		95.8%	4.2%	55.8%	1.1%	34.8%	2.9%	5.0%	0.2%	0.1%	0.0%	0.1%	0.0%
Percent City Wkfrce		79.0%	21.0%	55.2%	7.6%	19.3%	11.7%	3.0%	1.2%	0.7%	0.4%	0.1%	0.0%
DETROIT	4864	4280	584	603	50	3637	525	28	8	11	1	1	0
Percent Serv/Mnt		88.0%	12.0%	12.4%	1.0%	74.8%	10.8%	0.6%	0.2%	0.2%	0.0%	0.0%	0.0%
Percent City Wkfrce		71.1%	28.9%	28.4%	5.5%	41.3%	22.8%	0.6%	0.2%	0.8%	0.3%	0.1%	0.0%
HOUSTON	2650	2249	401	245	49	1432	265	448	63	124	22	0	2
Percent Serv/Mnt		84.9%	15.1%	9.2%	1.8%	54.0%	10.0%	16.9%	2.4%	4.7%	0.8%	0.0%	0.1%
Percent City Wkfrce		75.1%	24.9%	42.9%	8.3%	20.1%	12.5%	9.7%	3.3%	2.1%	0.9%	0.3%	0.0%
LOS ANGELES	6012	5524	488	1346	138	2564	261	1449	77	150	12	15	0
Percent Serv/Mnt		91.9%	8.1%	22.4%	2.3%	42.6%	4.3%	24.1%	1.3%	2.5%	0.2%	0.2%	0.0%
Percent City Wkfrce		76.5%	23.5%	41.0%	8.3%	15.8%	7.6%	13.5%	4.0%	6.0%	3.4%	2.0%	1.0%
MEMPHIS	1690	1554	136	207	16	1346	120	1	0	0	0	0	0
Percent Serv/Mnt		92.0%	8.0%	12.2%	0.9%	79.6%	7.1%	0.1%	0.0%	0.0%	0.0%	0.0%	0.0%
Percent City Wkfrce		79.4%	20.6%	44.8%	9.9%	34.6%	10.7%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
NEW YORK CITY	17161	16310	851	10377	160	4157	562	1695	125	68	2	13	2
Percent Serv/Mnt		95.0%	5.0%	60.5%	0.9%	24.2%	3.3%	9.9%	0.7%	0.4%	0.0%	0.1%	0.0%
Percent City Wkfrce		67.8%	32.2%	46.1%	9.1%	14.2%	18.9%	6.3%	3.7%	1.2%	0.3%	0.1%	0.0%
PHILADELPHIA	5055	4565	490	784	61	3650	422	111	5	9	0	11	2
Percent Serv/Mnt		90.3%	9.7%	15.5%	1.2%	72.2%	8.3%	2.2%	0.1%	0.2%	0.0%	0.2%	0.0%
Percent City Wkfrce		73.0%	27.0%	43.7%	11.2%	27.6%	15.2%	1.3%	0.4%	0.2%	0.1%	0.2%	0.1%
SAN ANTONIO	1302	1176	126	64	13	107	19	1003	94	0	0	2	0
Percent Serv/Mnt		90.3%	9.7%	4.9%	1.0%	8.2%	1.5%	77.0%	7.2%	0.0%	0.0%	0.2%	0.0%
Percent City Wrkfrce		77.6%	22.4%	24.4%	5.7%	5.9%	2.9%	47.0%	13.7%	0.1%	0.0%	0.2%	0.1%
SAN JOSE	580	513	67	215	33	18	10	250	21	24	2	6	1
Percent Serv/Mnt		88.4%	11.6%	37.1%	5.7%	3.1%	1.7%	43.1%	3.6%	4.1%	0.3%	1.0%	0.2%
Percent City Wrkfrce		73.3%	26.7%	49.1%	17.5%	2.5%	1.4%	15.8%	4.5%	5.2%	3.2%	0.6%	0.1%
GRAND TOTAL	45523	42119	3404	17300	586	19072	2367	5292	405	393	39	52	7
Percent Total Sv/Mnt		92.5%	7.5%	38.0%	1.3%	41.9%	5.2%	11.6%	0.9%	0.9%	0.1%	0.1%	0.0%
Percent Rep City Wkfc		72.1%	27.9%	44.3%	8.8%	18.5%	15.2%	7.4%	3.0%	1.7%	0.9%	0.1%	0.1%

EXHIBIT V

REPRESENTATIVE CITIES

Representation of Blacks as Reported in Current EEO-4 Reports

JOB CATEGORY	TOTAL	CHICAGO	DETROIT	HOUSTON	L ANGELES	MEMPHIS	N Y C	PHILA	S ANTONIO	SAN JOSE
Officials/Administrators	17150	647	552	1159	559	171	12131	1793	71	67
Black Males	1699	156	183	160	43	25	890	237	3	2
Percent	9.9%	24.1%	33.2%	13.8%	7.7%	14.6%	7.3%	13.2%	4.2%	3.0%
Black Females	3430	71	70	103	10	5	3039	131	1	0
Percent	20.0%	11.0%	12.7%	8.9%	1.8%	2.9%	25.1%	7.3%	1.4%	0.0%
Total Black O/A	5129	227	253	263	53	30	3929	368	4	2
Percent Total O/A	29.9%	35.1%	45.8%	22.7%	9.5%	17.5%	32.4%	20.5%	5.6%	3.0%
Professionals	42939	3916	2027	2123	6975	912	21149	3942	1229	668
Black Males	4597	443	359	156	436	152	2500	488	55	8
Percent	10.7%	11.3%	17.7%	7.3%	6.3%	16.7%	11.8%	12.4%	4.5%	1.2%
Black Females	7050	770	650	315	333	62	4210	647	46	9
Percent	16.4%	19.7%	32.1%	14.8%	4.8%	6.8%	19.9%	16.4%	3.7%	1.3%
Total Black Prof	11647	1213	1009	471	769	214	6710	1135	101	17
Percent Total Prof	27.1%	31.0%	49.8%	22.2%	11.0%	23.5%	31.7%	28.8%	8.2%	2.5%
Technicians	29180	4136	1080	2134	5478	468	12237	2967	295	385
Black Males	4599	764	414	239	352	86	2065	653	16	10
Percent	15.8%	18.5%	38.3%	11.2%	6.4%	18.4%	16.9%	22.0%	5.4%	2.6%
Black Females	3682	425	263	229	249	49	2059	396	8	4
Percent	12.6%	10.3%	24.4%	10.7%	4.5%	10.5%	16.8%	13.3%	2.7%	1.0%
Total Black Techs	8281	1189	677	468	601	135	4124	1049	24	14
Percent Total Techs	28.4%	28.7%	62.7%	21.9%	11.0%	28.8%	33.7%	35.4%	8.1%	3.6%
Protective Service	92532	12813	6885	6855	7540	1931	42578	9776	2440	1090
Black Males	15935	2463	2458	1102	1226	397	5876	2201	154	58
Percent	17.2%	19.2%	35.7%	16.1%	16.2%	20.6%	13.8%	22.5%	6.3%	5.3%
Black Females	5203	325	843	213	361	173	2759	512	15	2
Percent	5.6%	2.5%	12.2%	3.1%	4.8%	9.0%	6.5%	5.2%	0.6%	0.1%
Total Black Prot Serv	21138	2788	3301	1315	1587	570	8635	2713	169	60
Percent Total Prot Serv	22.8%	21.8%	47.9%	19.2%	21.0%	29.5%	20.3%	27.8%	6.9%	5.5%
Para-Professionals	8549	1019	291	50	461	139	5117	961	481	30
Black Males	1999	131	47	4	49	30	1438	267	31	2
Percent	23.4%	12.9%	16.2%	8.0%	10.6%	21.6%	28.1%	27.8%	6.4%	6.7%
Black Females	2804	440	160	25	65	31	1596	430	55	2
Percent	32.8%	43.2%	55.0%	50.0%	14.1%	22.3%	31.2%	44.7%	11.4%	6.7%
Total Black Para-Prof	4803	571	207	29	114	61	3034	697	86	4

Percent Total Para Prof	56.2%	56.0%	71.1%	58.0%	24.7%	43.9%	59.3%	72.5%	17.9%	13.3%
ffice/Clerical	44070	3659	2853	2359	6402	562	22325	4437	843	630
Black Males	3262	246	325	105	259	42	2010	256	17	2
Percent	7.4%	6.7%	11.4%	4.5%	4.0%	7.5%	9.0%	5.8%	2.0%	0.3%
Black Females	21337	1876	2027	1227	1880	224	11935	2056	76	36
Percent	48.4%	51.3%	71.0%	52.0%	29.4%	39.9%	53.5%	46.3%	9.0%	5.7%
Total Black Off/Cler	24599	2122	2352	1332	2139	266	13945	2312	93	38
Percent Total Off/Cler	55.8%	58.0%	82.4%	56.5%	33.4%	47.3%	62.5%	52.1%	11.0%	6.0%
killed Craft	23735	2785	1643	1784	8575	319	5774	1292	1105	458
Black Males	5098	426	908	653	1712	64	670	577	73	15
Percent	21.5%	15.3%	55.3%	36.6%	20.0%	20.1%	11.6%	44.7%	6.6%	3.3%
Black Females	163	10	73	9	21	1	35	9	4	1
Percent	0.7%	0.4%	4.4%	0.5%	0.2%	0.3%	0.6%	0.7%	0.4%	0.2%
Total Black Skill Cft	5261	436	981	662	1733	65	705	586	77	16
Percent Total Skill Cft	22.2%	15.7%	59.7%	37.1%	20.2%	20.4%	12.2%	45.4%	7.0%	3.5%
ervice/Maintenance	45523	6209	4864	2650	6012	1690	17161	5051	1300	580
Black Males	19072	2159	3637	1432	2564	1346	4159	3650	107	18
Percent	41.9%	34.8%	74.8%	54.0%	42.6%	79.6%	24.2%	72.3%	8.2%	3.1%
Black Females	2367	183	525	265	261	120	562	422	19	10
Percent	5.2%	2.9%	10.8%	10.0%	4.3%	7.1%	3.3%	8.4%	1.5%	1.7%
Total Black Serv/Maint	21439	2342	4162	1697	2825	1466	4721	4072	126	28
Percent Total Serv/Main	47.1%	37.7%	85.6%	64.0%	47.0%	86.7%	27.5%	80.6%	9.7%	4.8%
TAL EMPLOYEES	303698	35182	20195	19116	42830	6192	138472	30223	7776	4516
Black Males	56261	6780	8331	3851	6441	2142	19608	8329	456	115
Percent	18.5%	19.3%	41.3%	20.1%	15.0%	34.6%	14.2%	27.6%	5.9%	2.5%
Black Females	46036	4110	4611	2386	3180	665	26203	4603	224	64
Percent	15.2%	11.7%	22.8%	12.5%	7.4%	10.7%	18.9%	15.2%	2.9%	1.4%
Total Black Employees	102297	10890	12942	6237	9621	2807	45811	12932	680	179
Percent Total Blk Emps	33.7%	30.9%	64.1%	32.6%	22.5%	45.3%	33.1%	42.8%	8.7%	4.0%

EXHIBIT VI

REPRESENTATIVE CITIES

Representation of Hispanics as Reported in Current EEO-4 Reports

JOB CATEGORY	TOTAL	CHICAGO	DETROIT	HOUSTON	L ANGELES	MEMPHIS	N Y C	PHILA	S ANTONIO	SAN JOSE
Officials/Administrators	17150	647	552	1159	559	171	12131	1793	71	67
Hispanic Males	452	34	2	83	37	0	264	7	20	5
Percent	2.6%	5.3%	0.4%	7.2%	6.6%	0.0%	2.2%	0.4%	28.2%	7.5%
Hispanic Females	451	7	1	23	5	0	401	5	6	3
Percent	2.6%	1.1%	0.2%	2.0%	0.9%	0.0%	3.3%	0.3%	8.5%	4.5%
Total Hispanic O/A	903	41	3	106	42	0	665	12	26	8
Percent Total O/A	5.3%	6.3%	0.5%	9.1%	7.5%	0.0%	5.5%	0.7%	36.6%	11.9%
Professionals	42939	3916	2027	2123	6975	912	21149	3942	1229	660
Hispanic Males	1850	106	22	81	468	0	771	27	333	42
Percent	4.3%	2.7%	1.1%	3.8%	6.7%	0.0%	3.6%	0.7%	27.1%	6.3%
Hispanic Females	1371	94	9	86	180	0	788	35	152	27
Percent	3.2%	2.4%	0.4%	4.1%	2.6%	0.0%	3.7%	0.9%	12.4%	4.0%
Total Hispanic Profs	3221	200	31	167	648	0	1559	62	485	69
Percent Total Profs	7.5%	5.1%	1.5%	7.9%	9.3%	0.0%	7.4%	1.6%	39.5%	10.5%
Technicians	29100	4136	1080	2134	5478	448	12237	2967	295	385
Hispanic Males	1811	135	11	128	565	0	740	35	162	35
Percent	6.2%	3.3%	1.0%	6.0%	10.3%	0.0%	6.0%	1.2%	54.9%	9.1%
Hispanic Females	517	21	1	57	80	0	307	6	32	13
Percent	1.8%	0.5%	0.1%	2.7%	1.5%	0.0%	2.5%	0.2%	10.8%	3.4%
Total Hispanic Techs	2328	156	12	185	645	0	1047	41	194	48
Percent Total Techs	8.0%	3.8%	1.1%	8.7%	11.8%	0.0%	8.6%	1.4%	65.8%	12.5%
Protective Service	92552	12813	6805	6855	7568	1931	42578	9776	2448	1690
Hispanic Males	7920	574	50	739	1385	0	3697	162	1047	276
Percent	8.6%	4.5%	0.7%	10.8%	18.3%	0.0%	8.7%	1.7%	42.8%	16.1%
Hispanic Females	1168	44	7	51	178	0	776	24	74	14
Percent	1.3%	0.3%	0.1%	0.7%	2.4%	0.0%	1.8%	0.2%	3.0%	0.8%
Total Hispanic Prot Srv	9088	618	57	790	1563	0	4473	186	1121	290
Percent Total Prot Srv	9.8%	4.8%	0.8%	11.5%	20.7%	0.0%	10.5%	1.9%	45.8%	17.0%
Para-Professionals	8549	1019	291	50	461	139	5117	961	481	30
Hispanic Males	772	37	3	3	57	1	534	6	128	3
Percent	9.0%	3.6%	1.0%	6.0%	12.4%	0.7%	10.4%	0.6%	26.6%	10.0%
Hispanic Females	651	37	5	8	37	0	388	3	170	3
Percent	7.6%	3.6%	1.7%	16.0%	8.0%	0.0%	7.6%	0.3%	35.3%	10.0%
Total Hispanic Para-Prf	1423	74	8	11	94	1	922	9	298	6

Percent Total Para-Prf	16.6%	7.3%	2.7%	22.0%	20.4%	0.7%	18.0%	0.9%	62.0%	20.0%
Office/Clerical	44070	3659	2853	2359	6402	562	22325	4437	843	630
Hispanic Males	1174	47	2	43	227	0	719	14	116	6
Percent	2.7%	1.3%	0.1%	1.8%	3.5%	0.0%	3.2%	0.3%	13.8%	1.0%
Hispanic Females	4629	208	17	335	1119	0	2273	46	514	117
Percent	10.5%	5.7%	0.6%	14.2%	17.5%	0.0%	10.2%	1.0%	61.0%	18.6%
Total Hispanic Off/Cler	5803	255	19	378	1346	0	2992	60	630	123
Percent Total Off/Cler	13.2%	7.0%	0.7%	16.0%	21.0%	0.0%	13.4%	1.4%	74.7%	19.5%
Skilled Craft	23735	2785	1643	1784	8575	319	5774	1292	1105	458
Hispanic Males	3186	82	8	335	1493	0	302	22	846	98
Percent	13.4%	2.9%	0.5%	18.8%	17.4%	0.0%	5.2%	1.7%	76.6%	21.4%
Hispanic Females	57	5	1	1	15	0	5	0	24	6
Percent	0.2%	0.2%	0.1%	0.1%	0.2%	0.0%	0.1%	0.0%	2.2%	1.3%
Total Hispanic SkillCft	3243	87	9	336	1508	0	307	22	870	104
Percent Total SkillCft	13.7%	3.1%	0.5%	18.8%	17.6%	0.0%	5.3%	1.7%	78.7%	22.7%
Service/Maintenance	45525	6209	4844	2650	6012	1090	17161	5055	1302	580
Hispanic Males	5292	309	28	448	1449	1	1693	111	1003	250
Percent	11.6%	5.0%	0.6%	16.9%	24.1%	0.1%	9.9%	2.2%	77.0%	43.1%
Hispanic Females	405	12	8	63	77	0	125	5	94	21
Percent	0.9%	0.2%	0.2%	2.4%	1.3%	0.0%	0.7%	0.1%	7.2%	3.6%
Total Hispanic Serv/Mnt	5697	321	36	511	1526	1	1818	116	1097	271
Percent Total Serv/Mnt	12.5%	5.2%	0.7%	19.3%	25.4%	0.1%	10.6%	2.3%	84.3%	46.7%
TOTAL EMPLOYEES	303690	35102	20195	19114	42030	6192	138472	30223	7776	4516
Hispanic Males	22465	1326	126	1860	5681	2	8720	384	3655	713
Percent	7.4%	3.8%	0.6%	9.7%	13.5%	0.0%	6.3%	1.3%	47.0%	15.8%
Hispanic Females	9249	426	49	624	1691	0	5063	124	1066	204
Percent	3.0%	1.2%	0.2%	3.3%	4.0%	0.0%	3.7%	0.4%	13.7%	4.5%
Total Hispanic Emplo	31714	1752	175	2484	7372	2	13783	508	4721	917
Percent Total Hisp Empe	10.4%	5.0%	0.9%	13.0%	17.5%	0.0%	10.0%	1.7%	60.7%	20.3%

EXHIBIT VII

EPRESENTATIVE CITIES

epresentation of Females as Reported in Current EEO-4 Reports

OB CATEGORY	TOTAL	CHICAGO	DETROIT	HOUSTON	L ANGELES	MEMPHIS	N Y C	PHILA	S ANTONIO	SAN JOSE
fficials/Administrators	17150	647	552	1159	559	171	12131	1793	71	67
White Females	3382	60	37	139	32	14	2809	266	6	19
Percent	19.7%	9.3%	6.7%	12.0%	5.7%	8.2%	23.2%	14.8%	8.5%	28.4%
Black Females	3430	71	70	103	10	5	3039	131	1	0
Percent	20.0%	11.0%	12.7%	8.9%	1.8%	2.9%	25.1%	7.3%	1.4%	0.0%
Hispanic Females	451	7	1	25	5	0	401	5	6	3
Percent	2.6%	1.1%	0.2%	2.2%	0.9%	0.0%	3.3%	0.3%	8.5%	4.5%
Other Females	104	6	2	9	11	0	75	1	0	0
Percent	0.6%	0.9%	0.4%	0.8%	2.0%	0.0%	0.6%	0.1%	0.0%	0.0%
Total Female O/A	7367	144	110	276	58	19	6324	403	13	22
Percent Total O/A	43.0%	22.3%	19.9%	23.8%	10.4%	11.1%	52.1%	22.5%	18.3%	32.8%
rofessionals	42939	3914	2027	2125	6975	912	21149	3942	1229	668
White Females	6398	647	317	389	948	113	2853	705	200	226
Percent	14.9%	16.5%	15.6%	18.3%	13.6%	12.4%	13.5%	17.9%	16.3%	33.8%
Black Females	7050	770	650	315	333	62	4218	647	46	9
Percent	16.4%	19.7%	32.1%	14.8%	4.8%	6.8%	19.9%	16.4%	3.7%	1.3%
Hispanic Females	1371	94	9	86	180	0	788	35	152	27
Percent	3.2%	2.4%	0.4%	4.1%	2.6%	0.0%	3.7%	0.9%	12.4%	4.0%
Other Females	948	98	41	57	413	0	276	26	1	36
Percent	2.2%	2.5%	2.0%	2.7%	5.9%	0.0%	1.3%	0.7%	0.1%	5.4%
Total Female Prof	15767	1609	1017	847	1874	175	8135	1413	399	298
Percent Total Prof	36.7%	41.1%	50.2%	39.9%	26.9%	19.2%	38.5%	35.8%	32.5%	44.6%
echnicians	29180	4136	1080	2134	5478	468	12237	2967	295	385
White Females	2024	169	45	207	369	63	859	218	24	70
Percent	6.9%	4.1%	4.2%	9.7%	6.7%	13.5%	7.0%	7.3%	8.1%	18.2%
Black Females	3682	425	263	229	249	49	2059	396	8	4
Percent	12.6%	10.3%	24.4%	10.7%	4.5%	10.5%	16.8%	13.3%	2.7%	1.0%
Hispanic Females	517	21	1	57	80	0	307	6	32	13
Percent	1.8%	0.5%	0.1%	2.7%	1.5%	0.0%	2.5%	0.2%	10.8%	3.4%
Other Females	282	13	1	20	114	0	101	7	1	25
Percent	1.0%	0.3%	0.1%	0.9%	2.1%	0.0%	0.8%	0.2%	0.3%	6.5%
Total Female Tech	6505	628	310	513	812	112	3326	627	65	112
Percent Total Tech	22.3%	15.2%	28.7%	24.0%	14.8%	23.9%	27.2%	21.1%	22.0%	29.1%
otective Service	92552	12813	6885	6855	7568	1931	42578	9776	2448	1698
White Females	4103	598	289	256	433	128	1812	482	46	59

Percent	4.4%	4.7%	4.2%	3.7%	5.7%	6.6%	4.5%	4.9%	1.9%	3.5%
Black Females	5203	325	843	213	361	173	2759	512	15	2
Percent	5.6%	2.5%	12.2%	3.1%	4.0%	9.0%	6.5%	5.2%	0.6%	0.1%
Hispanic Females	1160	44	7	51	170	0	776	24	74	14
Percent	1.3%	0.3%	0.1%	0.7%	2.4%	0.0%	1.8%	0.2%	3.0%	0.8%
Other Females	82	5	4	11	19	0	20	7	3	5
Percent	0.1%	0.0%	0.1%	0.2%	0.3%	0.0%	0.1%	0.1%	0.1%	0.3%
Total Female Prot Serv	10556	972	1163	531	991	301	5375	1025	138	80
Percent Total Prot Serv	11.4%	7.6%	16.6%	7.7%	13.1%	15.6%	12.6%	10.5%	5.6%	4.7%
Para-Professionals	8549	1019	291	50	461	139	5117	961	481	30
White Females	1069	172	43	3	87	28	574	103	52	7
Percent	12.5%	16.9%	14.8%	6.0%	18.9%	20.1%	11.2%	10.7%	10.8%	23.3%
Black Females	2804	440	160	25	65	31	1596	430	55	2
Percent	32.8%	43.2%	55.0%	50.0%	14.1%	22.3%	31.2%	44.7%	11.4%	6.7%
Hispanic Females	651	37	5	8	37	0	388	3	170	3
Percent	7.6%	3.6%	1.7%	16.0%	8.0%	0.0%	7.6%	0.3%	35.3%	10.0%
Other Females	90	8	1	3	37	0	34	3	1	3
Percent	1.1%	0.8%	0.3%	6.0%	8.0%	0.0%	0.7%	0.3%	0.2%	10.0%
Total Female Para-Prof	4614	657	209	39	226	59	2592	539	278	15
Percent Total Para-Prof	54.0%	64.5%	71.8%	78.0%	49.0%	42.4%	50.7%	56.1%	57.8%	50.0%
Office/Clerical	44079	3639	2853	2359	6402	562	22325	4437	843	630
White Females	9028	969	316	529	1489	245	3476	1544	95	367
Percent	20.5%	26.5%	11.0%	22.4%	23.3%	43.6%	15.6%	34.8%	11.3%	58.3%
Black Females	21337	1876	2027	1227	1880	224	11935	2054	76	36
Percent	48.4%	51.3%	71.0%	52.0%	29.4%	39.9%	53.5%	46.3%	9.0%	5.7%
Hispanic Females	4629	208	17	335	1119	0	2273	44	516	117
Percent	10.5%	5.7%	0.6%	14.2%	17.5%	0.0%	10.2%	1.0%	61.2%	18.6%
Other Females	1237	34	8	44	833	0	227	15	0	74
Percent	2.8%	0.9%	0.3%	1.9%	13.0%	0.0%	1.0%	0.3%	0.0%	11.7%
Total Female Off/Clor	36231	3087	2366	2137	5321	469	17911	3661	685	594
Percent Total Off/Clor	82.2%	84.4%	82.9%	90.6%	83.1%	83.5%	80.2%	82.5%	81.3%	94.3%
Skilled Craft	23735	2785	1643	1784	8575	319	5776	1292	1105	438
White Females	146	5	20	13	68	4	17	0	9	10
Percent	0.6%	0.2%	1.2%	0.7%	0.8%	1.3%	0.3%	0.0%	0.8%	2.3%
Black Females	163	10	73	9	21	1	35	9	4	1
Percent	0.7%	0.4%	4.4%	0.5%	0.2%	0.3%	0.6%	0.7%	0.4%	0.2%
Hispanic Females	57	5	1	1	15	0	5	0	24	6
Percent	0.2%	0.2%	0.1%	0.1%	0.2%	0.0%	0.1%	0.0%	2.2%	1.3%
Other Females	11	0	1	0	8	0	0	0	0	2
Percent	0.0%	0.0%	0.1%	0.0%	0.1%	0.0%	0.0%	0.0%	0.0%	0.4%
Total Female Skil Crft	377	20	95	23	112	5	57	9	37	19
Percent Total Skil Crft	1.6%	0.7%	5.8%	1.3%	1.3%	1.6%	1.0%	0.7%	3.3%	4.1%

Service/Maintenance	45523	6209	4864	2650	6012	1690	17161	5053	1302	580
White Females	586	68	50	49	138	16	160	61	13	33
Percent	1.3%	1.1%	1.0%	1.8%	2.3%	0.9%	0.9%	1.2%	1.0%	5.7%
Black Females	2367	181	525	265	261	120	562	422	19	10
Percent	5.2%	2.9%	10.8%	10.0%	4.3%	7.1%	3.3%	8.3%	1.5%	1.7%
Hispanic Females	405	12	8	63	77	0	125	5	94	21
Percent	0.9%	0.2%	0.2%	2.4%	1.3%	0.0%	0.7%	0.1%	7.2%	3.6%
Other Females	48	0	1	24	12	0	4	2	0	3
Percent	0.1%	0.0%	0.0%	0.9%	0.2%	0.0%	0.0%	0.0%	0.0%	0.5%
Total Female Serv/Mnt	3406	261	584	401	488	136	851	490	126	67
Percent Total Serv/Mnt	7.5%	4.2%	12.0%	15.1%	8.1%	8.0%	5.0%	9.7%	9.7%	11.6%
TOTAL EMPLOYEES	303698	35182	20195	19114	42030	6192	138472	30223	7776	4516
White Females	26736	2686	1115	1585	3566	611	12560	3379	445	791
Percent	8.8%	7.6%	5.5%	8.3%	8.5%	9.9%	9.1%	11.2%	5.7%	17.5%
Black Females	46036	4100	4611	2386	3109	665	26203	4603	224	64
Percent	15.2%	11.7%	22.8%	12.5%	7.4%	10.7%	18.9%	15.2%	2.9%	1.4%
Hispanic Females	9249	420	49	626	1691	0	5063	124	1066	294
Percent	3.0%	1.2%	0.2%	3.3%	4.0%	0.0%	3.7%	0.4%	13.7%	6.5%
Other Females	2800	164	59	170	1447	0	745	61	6	148
Percent	0.9%	0.5%	0.3%	0.9%	3.4%	0.0%	0.5%	0.2%	0.1%	3.3%
Total Female Emplo	84821	7370	5834	4785	9882	1276	44571	8167	1741	1297
Percent Total Fem Empo	27.9%	21.0%	28.9%	25.0%	23.5%	20.6%	32.2%	27.0%	22.4%	28.7%

ATTACHMENT "B"

SUMMARY OF PROPOSED ANTI-DISPLACEMENT PROVISIONS

Submitted by the

American Federation of State, County
and Municipal Employees

A. Maintenance of Effort Relating to Programs

1) States must certify that activities do not duplicate and are in addition to activities otherwise available in the local area.

2) To avoid contracting out services to non-profit groups: Non-profits can conduct activities which are the same or similar to those performed by state or local governments in the same area only as long as the state or local government maintains its effort as measured by the criteria established in the anti-displacement rules. (See below)

B. Anti-Displacement Rules, Relating to Individual Assignments

1) Enrollees shall not displace any currently employed worker or position.

2) Enrollees shall not be placed in a position which is the same or substantially equivalent to a position from which someone else is on layoff.

3) If there is a reduction-in-force through attrition, the employer cannot assign enrollees to do work previously performed by regular employees.

4) Promotional rights of regular employees must be protected.

5) Enrollees cannot be assigned to any department, agency or organization if the number of unsubsidized employees performing substantially equivalent work has dropped below the level that prevailed in the calendar quarter preceding enactment of the act.

6) Enrollees cannot be assigned to any position if the rate of increase in the number of regular employees who perform substantially equivalent work or who are in the same government agency or department has been less than that for all such regular employees and agencies and department in the 24 month period preceding the calendar quarter in which the application is submitted.

7) Grant recipients must maintain employment data necessary to determine compliance with the anti-displacement rules.

8) There should be an expedited complaint procedure to resolve allegations of displacement by interested parties, including labor organizations.

C. Labor Union Participation

1) No assignment or project shall impair existing contracts for services or collective bargaining agreements.

2) Unions should be given advance notice of 90 days and their concurrence required when assignments are made in work which is similar to bargaining unit work.

3) There should be labor union membership on local committees which develop local service projects and local unions should be encouraged to help supervise them.

Chairman **Hawkins**. Thank you, Mr. McEntee. Apparently, you seem to favor school-based programs as being the least threat to job security as well as the most effective from a cost point of view. Could you elaborate on that? Would it be possible, for example, to correct the Nunn-McCurdy Bill so that it might fit into that particular category?

Mr. **McEntee**. I guess we are somewhat concerned in the McCurdy program as well with the huge stipends, the huge budget allocations, the huge stipends that are involved in that particular program and are much more interested in a more limited type program.

The larger stipends, the more possible the displacement of workers. We see some of the programs where the young people would go to work and be paid wages that are comparable to our people working on essentially the same kind of work, or in essentially the same kind of work place.

That, we think, would present a very serious problem to our people out in the field.

Chairman **Hawkins**. Even if you had a anti-displacement provision, do you think——

Mr. **McEntee**. Well, you know, Mr. Chairman, in the beginning and we have heard this before, and have been through so many programs like this before in terms of anti-displacement provisions and everybody in the beginning is very well meaning.

They look at anti-displacement that if somebody is laid off in a particular area, well, we are not going to bring in somebody and paid them a stipend to do that job or put them into voluntary type programs.

We lived with this somewhat through the CETA program where we had some isolated problems, but also did some very good things, but we had people in the beginning—CETA was supposed to be a limited program to give people employment training.

We ended up having people on CETA for five and six and seven years. We remember and are constantly reminded of welfare reform and workfare and everybody of a meaningful mind to see the fact that they won't replace people presently on the job. They won't do the work of low-level, entry-level type public sector workers and what we saw happen was that maybe nobody was automatically, or directly replaced, but we saw people leave the job.

They resigned or they retired. They were attrited out in some way. That job was never filled by an entry-level type public sector worker and what we found out were those jobs were filled by people on welfare and in CETA, a similar type experience, so we try out for serious and responsible displacement language, but it also doesn't overcome some of these other problems.

Chairman **Hawkins**. Mr. Shanker, you correctly pointed to the need to address teacher training. Have you any specific model or suggestion as to how we may best approach that particular problem, especially in terms of involving private industry and individual?

Mr. **Shanker**. I think that there are several connections that can be made here. I think first is to look for areas of shortage like math and science where we know that there is no short-term way of increasing the supply. This country has just not produced enough math and science people to satisfy the needs of industry and the schools and the military.

So, even if you raise salaries in the schools, private industry raises them a little bit more because they are not about to go out of business on this. I think that programs which would encourage private businesses or individuals on some sort of a shared basis—now, one way of doing this would be to provide some program which would take college students who do not intend to be teachers, but who just graduated, and to provide something which, perhaps, would reduce their obligation on their loans.

If for a period of years before going into some other field, a field that they intend to go to, they would provide this service. I think you can take people who are already working, decide that they would like to start working tomorrow for business, but it may be possible to use them on some regular part-time basis in schools.

They might be able to come in a certain number of—three afternoons a week. Business has some interest in this in the long run too because if they take all of the math and science people and not planting any seeds for the future, it is in their self interest to not only allow and encourage employees to do this, but to provide some recognition within their own frame of advancement.

I think that there are other areas here and that has to do with mentorship programs. I think this is especially valuable with minority students in high schools. Many of them feel that they can't make it and to have minority students who have made it, and who perhaps overcame some of the same doubts and difficulties, but somebody who is now in college or somebody who has graduated and is now in some occupation or profession, to provide some kind of way in which they can have a relationship with one or two or three or four youngsters in high school to say that these are the problems we face and I did; you can do it.

I think that kind of an approach is extremely—we don't call that teaching, but it is teaching all right. I think that is a second very important thing. I think a third one which would clearly not result in displacement and which school districts are not likely to do on their own is to provide extensive tutorial work for youngsters in elementary and secondary grades, tutorial work and homework help work and this could be students who are enrolled in college.

It could be students in high school helping younger students or it could be some who have already gone out into the work place. Now, this actually supplements the activities of teachers, but it makes it possible for the school to be more successful by providing some of the kinds of help to youngsters whose families have the wherewithal go out and hire tutors; they find ways of providing the special help to their kids and this is the way of providing those services to youngsters whose parents couldn't afford to provide them.

Chairman HAWKINS. Thank you. Let me check with our members here. We have a little different vote this time. Understand, we are dividing up the work here. Two of the members have questions. They will take charge of the Committee. The others will vote and then come back in time for those remaining to vote so as to continue on.

Again, we apologize, but I think that is best. Mr. Petri, I think, wanted to ask a question and Mr. Martinez will take the chair.

Mr. PETRI. I will be very brief. We want to give Mr. Martinez a chance to ask his question and I think that we have about five minutes total before we will have to go as well, but I would like to begin by thanking both of you, Mr. Shanker and Mr. McEntee, for your concern and your testimony and for the leadership that you are generally providing in education and in community service.

I always enjoy meeting with your members in my district; and responding to their questions. I do have one question, I guess to you in particular Mr. Shanker and that is, this idea of voluntary service or community service is one that is widely promoted felt not only through religious groups, but through all sorts of other organizations—boy scouts, you name it, big brothers and big sisters and the like, and the teachers are very active in many of those organizations as volunteers themselves.

In my district in Manitowoc, for example, the school board has decided that in order to get a high school diploma, as part of their training, students are required to devote a certain number of hours to community service.

That is not prescribed and they are not paid for it. It is up to them to go out and find it and I think teachers and other organizations in the community help identify opportunities for service that kids can plug into.

There is always sort of a rush before graduation because some of them have neglected it. I guess my question is, how widespread do you think that is? Have you heard about this in other areas? Do you think this is something that teacher organizations, PTAs and other educational organizations might experiment with on a voluntary basis in different situations and types of schools across the country before we get into any sort of national Federal Government legislation?

Could you just comment on letting people do it at a local level on a required but on a voluntary non-paid basis?

Mr. SHANKER. I think those programs are very good. There are some of them. They are not as widespread as they should be. I would say that you can find them in lots of places, but certainly not the majority or they are probably under five percent of the kids in this country involved in programs like that, probably even smaller.

I don't see that it is one or the other. I think one of the things that ought to be part of public service provision is to create some kind of networking and recognition for. I think in many of those programs just the fact that they are recognized will bring other volunteers and I personally have some problem with the notion of compulsory voluntary service or required voluntary service.

I am not against required or compulsory service when it is absolutely needed, but I think we can create enough of an atmosphere so that happens. That is quite different from trying to target certain special needs and schools, especially since we are talking about school-based programs here in which we are trying to bring in college youngsters or people who are already in the job market; that is adults who volunteer for that kind of work.

Much of that could be done on a voluntary basis, but many of those people—if we want to make sure that we take care of some of these needs, I think some of the incentive programs that are being talked about here are worthwhile.

I would be in favor of very widespread recognition and networking of all of these high school student programs, would encourage that. On top of that, I would still have some incentive programs which would encourage people to do things that are needed in schools, but which are not being done and are very unlikely to be done by paid professionals.

Mr. MARTINEZ. Thank you, Mr. Petri. I have a few questions, but I would like to make a couple of statements first. I come from local government and I come from local government at a time when Prop 13 was passing California and we right away saw a shut-off of the monies from the state that we used to depend on to provide a lot of the service at the local level.

Then and now in Federal Government, I realize the huge budget deficit has caused us to cut back funds that are coming from the Federal Government. I really don't see in the foreseeable future a return of any of these monies through these localities. And yet, these localities are stuck with problems that they have with their infrastructures, even sometimes with just simple jobs like cleaning up a playground area.

Where I am, I might be a little paranoid about the issue of displacement of lifetime workers. I realize that I have a responsibility beyond paranoia and not be so concerned about displacement of workers as long as we take care and make sure that there are measures in the youth service law that do not allow displacement to occur.

In this regard, I would like to address the question to Mr. McEntee. I think we have worked, and I guess you know, very closely with Mr. Loveless on H.R. 717 to make sure that there are provisions in the bill addressing non-duplication and non-displacement.

In Section 409 of H.R. 717, it says, "funds provided pursuant to this Act shall be used only for activities which do not duplicate and which are in addition to, those programs that are in addition to the programs and activities which are otherwise available in the local area. States still certify that the proposed projects do not duplicate ongoing programs."

That brings me to the point. A lot of work, work that would be done by these volunteer young people would be work that isn't ongoing. There is a difference between work that government hires their regular personnel to conduct that are ongoing, maintenance programs and safety programs and every thing else, that are ongoing, but there is other work, definite other work that can be identified as not ongoing that the regular personnel doesn't even have time to do.

We make sure in the bill that if that kind of work is done, it is done under the supervision of one of those full-time people. But the question I would like to ask is, there are 55 plus youth service corp programs now operating in the United States.

Have you ever had a complaint from many of them about job displacement?

Mr. McEntee. Yes, we have had some and particularly from our people in Minnesota. We are even inclined, I mean as a national union to sort of embrace this concept of conservation corp, but our people in Minnesota with the relationships that they have had in this particular area are deadly oppose to it, so we have had some problems and we thank you, as you stated, that Chuck Loveless is working with you and your staff in terms of some of this language.

We don't have problems with areas where you want to put young folks where that area of so-called work is not being performed now and there are a lot of them. We would rather see young folks come in and read to patients, seniors, rather than cleaning bed pans or sweeping floors in a particular hospital or institution.

We would rather see them in the children's ward decorating it and making it a better place to be, organizing sports activities for young people, buddy systems for "at-risk" teenagers. There are a lot of things out there that are not being done, not being performed by public sector workers and we essentially don't have any problem with those areas.

It is my understanding that the language in your bill also talks about where you would have specific projects that if, in fact, it was a union representing those folks that the union would be involved in the discussions and the sign off in terms of the specific projects. That is extremely helpful. That is very helpful to us, so where this can be demonstrated, we don't have any problems.

Mr. Martinez. In the areas where you have had complaints, where there any procedure for grievance by the unions or any procedure to——

Mr. McEntee. No, not in the areas where we have had complaints, not particularly in the state of Minnesota, and that is why we have also had discussions of having a grievance procedure, a mechanism to deal with the possible problems in these areas.

Mr. Martinez. And you are aware that in the bill, 717, there are those procedures for grievance?

Mr. McEntee. Yes.

Mr. Martinez. You know, in the centers that I have visited and I have visited a few now, the local unions, the locals, are involved in those programs and they are very supportive. I have asked them specifically about that and they are very supportive. So the union can be a big part of the youth service movement to take the responsible action to make sure that a lot of these youth have that second chance in life if they work for a youth corps program like this, that they wouldn't otherwise have.

Let me ask in the area of education, which is one of the big concerns that I have. I showed the news article of 39 percent dropout statewide in California and over 50 percent dropouts in my district. In these youth corps programs that we envision in H.R. 717, there would be education enhancement and career counseling so that even after obtaining a high school diploma, if they are part of this program, that they at least get that remedial skill that they need to go on to some other employment, a more beneficial employment.

Do you see any problem with having young people who have already dropped out of high school, and are now in one of these programs full time, getting an education that would give them the equivalent of a high school diploma and using in some cases teachers that are regular teachers in another school, if they volunteer their time for that instruction?

Mr. **McEntee**. That is a very good question and I was all set to answer it or give a shot at it until you hit the last couple of sentences, but I think that should—I would like to defer to my brother from the American Federation of Teachers.

Mr. **Martinez**. Mr. Shanker?

Mr. **Shanker**. I don't have any problem with a voluntary program of that nature. I think you do—again, we have had teachers in programs that deal with literacy, voluntary programs after school deal with that. We have a lot of them involved in great books, discussion groups, all kinds of voluntary activities of that sort.

I think you may just be rubbing against a displacement issue there on some of these programs that are there for high school equivalency programs as to whether these would be a displacement of those. I would have to take a little closer look.

I share your concern with the dropout issue and might say that it might even be worse on the figures that you suggest. There are quite a few places that measure dropouts. How one measures them is rather interesting and lots of places—well, take a school, let's say, that takes in 1,000 kids and only 35 of them three years later end up getting a diploma, but most of the rest of them waited—they didn't leave the school till they were 18.

Those who don't leave before they are 18 are often not counted as dropouts, even if they have no diploma and haven't passed any subjects, or very few subjects, so you might—I think the dropout may—while the figures are alarming—may give us an over optimistic picture and that instead of dealing with dropouts, we ask ourselves the question, what percentage of the entering kids end up getting diplomas, it may actually be much worse.

You may end up not with 34 percent dropouts, but you may end up with 10 percent earning diplomas which is a huge, huge problem and in spite of all the attention that has been paid to it, I don't think that most of the American people know how serious it is.

Mr. **Martinez**. I agree with you, Mr. Shanker, and another aspect to it that nobody really measures is the number of kids that do get high school diplomas that are functionally illiterate. The U.S. Army spent millions and millions of dollars bringing recruits for high school graduates up to a ninth grade reading level just in order that they might receive training. So I think the seriousness of the problem goes deeper than the study revealed.

Thank you. I have to rush off to vote and I will turn the chair back to the chairman.

Mr. **Shanker**. Mr. Chairman, I have to—I am going overseas and if I don't go in a few minutes, I won't go.

Chairman **Hawkins**. With the permission of the other members, I suggest that we allow Mr. Shanker to go, not that we are trying to get rid of you, Mr. Shanker, but——

Mr. **Shanker**. I have asked for permission. I thank you very much.

Chairman **Hawkins**. I think you can gracefully retreat at this time.

Mr. **Shanker**. Thank you.

Chairman **Hawkins**. Mr. Smith?

Mr. **Smith**. Actually, I was going to have a question for my old friend who is headed for Europe. I would just as soon as go to Europe, but I think I will do something that is maybe a little unfair, but ask the other two gentlemen to comment on the same subject and it is sort of inside the educational issue, but I think it touches on your lives and your job here today.

Mr. Shanker in his testimony touched on two, I think, fundamental important areas where community service can have more worth than simply the fact that it gets done and somebody is served as a result. First is the issue of integrating community service with the academic program in high school or in a junior high school so that young people are told in the coin of the realm that serving people is educational, that it is important and that it links with the things that they do in school, in other words, giving credit for it.

The other is the idea that we would have community service programs that would bring in some organized way outside resources into the school to supplement the teaching capacity, the resources that are already in the school. I was wondering if we could hear just your reaction, your responses to those two ideas and any concerns of ideas that you might have about how we might proceed.

Mr. **McEntee**. I think in our statement, we do direct attention to that and we are very much in favor of it and support in all the bills the school-based programs that do those things and go beyond it, so I think even taking this opportunity to speak for Shanker as well, I think that we would embrace those.

Incidentally, he is going to Australia, not Europe, so you might want to reconsider going with him.

Mr. **Smith**. I haven't never been either place, sir. I would be happy to flip a coin.

Mr. **McEntee**. Australia is a long way away.

Chairman **Hawkins**. Mr. Owens.

Mr. **Owens**. I have no questions.

Chairman **Hawkins**. Mr. Hayes.

Mr. **Hayes**. Mr. Chairman, I got here late. I just want to ask Mr. McEntee if he could elaborate on a statement on his first page, third paragraph. It says, "For almost a decade now, the value of public service has been denigrated by many political figures at all levels of government.

"Morale among government employees all across the country has plunged in the face of a vicious cycle of both program cutbacks which produce unmanageable workloads and anti-government rhetoric which condemns public programs and employees as ineffective."

Can you elaborate on that just a little in specific terms?

Mr. **McEntee**. Well, in specific terms, yes, we have lost at the level of state and local government. Tremendous amounts of resources that used to come through the Federal Government as more of a partnership. Remember both major pieces of the revenue sharing situation went to—lost at state and then lost at the local government level.

When you go over the other Federal Government allocations at state and local government, not just revenue sharing programs, but all kinds of other programs, I don't think there is anybody, any question in anybody's mind now in Washington, D.C., that the domestic side of the budget has been cut and the defense side of the budget dramatically increased in terms of dollars and resources.

So, we can provide you with a whole lot of specifics in terms of loss of resources in dollars, but we think it goes way beyond that. We think it goes way beyond that to a psychology that has been stirred up, brought about in this country since really the early 1980s, and maybe even before—maybe even under the Carter Administration, but nurtured very well by the Reagan Administration.

Government is bad, public sector work is bad, public employees at whatever level whether that be a mayor or members of Congress, the Senate, or a hospital aide or a sanitation worker, if you work for the government, there is something wrong with that, there is something bad about it.

I have never seen—and all you have to do is ask so many Federal Government workers that you see around this town, and our own people out in the field as well, I have never seen the morale so low. Public service at one point in this country was civil service, a good and decent profession.

It was good to be a fireman. It was good to be a cop. It was good to be a trashman, all those kinds of things, people who live in the neighborhood and the community, just like everybody else. That has all been torn down. At least our folks don't feel that way anymore.

They don't feel good about themselves and much of that has been nurtured by politicians. Reagan was very successful in that particular area and because of his success, that was amplified and used by governors in campaigns and mayors and everybody else.

You saw the report of Mr. Volcker, the former chair of the Federal Reserve Board, in terms of Federal Government and problems and what it is all about. You see top technicians; you see the leadership of NASA leaving, you know, which in so many ways represents in a single photo the future of the United States and all of these situations and all of these feelings of lack of self-esteem and self-worth and respect come out of political campaigns.

We think that it has to be changed and we think that a national volunteer program like this, at least accepts and begins to raise the level in this country that government isn't so bad and public sector work isn't so bad.

Mr. HAYES. Thank you very much, Mr. Chairman. I see the red light is on; I respect it.

Chairman HAWKINS. Mr. Gunderson?

Mr. GUNDERSON. No questions.

Chairman HAWKINS. That concludes the questioning. That you, again, Mr. McEntee. We appreciate your appearing before the committee and we also thank you, Mr. Loveless, for appearing also.

Mr. MCENTEE. Thank you, Mr. Chairman and thank the members of the Committee.

Chairman HAWKINS. The next panel will consist of Mr. John Briscoe, Director of PennSERVE and Ms. Laura Lee Geraghty, Director of Minnesota Office on Volunteer Services.

Will those witnesses please be seated. Mr. Briscoe, we will hear from you first.

STATEMENTS OF JOHN BRISCOE, DIRECTOR, PENN-SERVE; AND LAURA LEE GERAGHTY, DIRECTOR, MINNESOTA OFFICE ON VOLUNTEER SERVICES

Mr. Briscoe. Chairman Hawkins, ladies and gentlemen, and distinguished members, I want to thank you for this opportunity to share with you some of our experience in Pennsylvania with youth and community service.

Chairman Hawkins. Mr. Briscoe, may I indicate to you that the ranking member of the Committee on my right side here, Mr. Goodling, had hoped to be here, but because of some hospitalization could not.

He asked me to convey to you his regrets and also he gave you all the clearances I think you need for anyone appearing before the Committee and we are delighted on his behalf to welcome you to the hearing this morning.

Mr. Briscoe. Thank you very much. We are pleased to be so well represented on this Committee as having a distinguished member from Pennsylvania.

Chairman Hawkins. You can verify that.

Mr. Briscoe. My name is John Briscoe and I direct PennSERVE which is the Governor's Office of Citizen Service. PennSERVE was launched by Governor Robert Casey in November, 1988, to "ask and enable all Pennsylvanians to engage in community service."

Youth community service is a topic that is in much rhetorical favor these days. Last week, President Bush called on all Americans and all institutions to make service central to your life and work. A host of studies and reports on America's youth and educational programs have urged that community service become an expectant part of growing up in America.

From Ernest Boyer's "High School" to the W.T. Grant Foundation's "Forgotten Half," most recently the Children's Defense Fund has come out with a study of service and just this last week, the Carnegie Council issued a report called "Turning Points on Middle Schools" with a strong urging that community service be part of education.

Public/Private Venure which is a research and demonstration organization with years of experience in evaluating and designing programs for at-risk youth, recently described youth corps "as close to the state-of-the-art of model as now exists in youth programming."

Here in Congress, I am told, there are some 22 bills in one form or another. Mr. Chairman, we are looking to you and your colleagues to craft a bill that backs up pronouncement with program. It is time to move from talking about youth service to providing the concrete national leadership that will make it happen. It is the time for social invention and clearer public policy.

What advice can we bring you based on our experience in Pennsylvania? Let me suggest a couple of stories that may give you some ideas why we believe this is so important. In Pittsburgh last June, a 100 failing seventh graders, 25 each in four schools were invited to join the OASES program.

These students were at the very bottom of their class; they were mostly minority. During the past year, they went half-time to regular school and half-time to an intensive community service program. They rebuilt a YMCA; refurbished classrooms; built playgrounds and a mock trail room. In June of 1989, this month, 18 of them were on the honor roll.

At Chestnut Ridge High School in rural Bedford County, an innovative principal challenged the Honor Society to take on a truly important community service project some three years ago. Today the Bedford Country Literacy Council is operated by the students of the Chestnut Ridge High School.

Educational quality assessment scores at the school have gone up 44 percent during those three years.

At Wissahickon High School, a suburban high school near Philadelphia at which some 65 percent of the students go on to higher education, 95 percent of the 55 students enrolled in social lab go on to college. These students spend 300 hours in community service during their senior year.

Over the last five years, the state of Pennsylvania has invested some 50 million dollars to hire 8,000 young people to serve, earn, and learn in the Pennsylvania Conservation Corps.

For every dollar we invest, we get back a $1.31 in completed projects. All of these youngsters were unemployed when they entered the program; 52 percent of them were high school dropouts; 40 percent were on some form of public assistance.

One month after they completed the program, 72 percent of them were either fully employed, back in school, or in the military. I suggest there is a lot of interest in youth community service because youth community service works.

Martin Luther King told us: "Everyone can be great because everyone can serve." We know you can be great if you do it; what if you don't?

Well, a 10-year study by the Survey Research Center at the University of Michigan came to the following conclusion: "Men who do no volunteer work were two and a half times as likely to die during the course of the study as men who volunteered at least once a week."

Since Senator Kennedy has already seized the rhetorical high ground with his "Serve America" Bill, and the President has his 1,000 points of light, I offer for your consideration "Volunteer or Die" as the title of your forthcoming bill.

Seriously, those of us involved in youth service believe that community service has a message for those interested in restructuring our schools and strengthening the institutions that serve youth.

We believe that youth service can transform societies' perception of youth. Youth can be part of the solution, not part of the problem. Youth, even those commonly viewed as losers, can become winners.

My friend, Jim Kielsmeier from Minnesota, calls community service the Trojan Horse of school restructuring. Community service brings with it active learning, teachers as leaders and coaches, not founts of information, the teaching of higher learning skills and teamwork and above all, learning that it engages youngsters in the process.

It treats young people as workers and responsible citizens. What do we conclude from this experience to help guide your legislation?

First, that legislation should build on existing and growing network of youth community service programs.

We don't have to invent the wheel of youth service, but we have to make sure that there are spokes for every kind of youth. The element that distinguishes current youth community service movement from its predecessors is its ability to make servers out of those who were previously clients.

Poor, minority, "at-risk" youth have in them the wherewithal to provide important community services and to reap the benefits and personal self-worth of community approval that go with it, but such programs are not free; they demand strong leadership and tight organization.

The youth serving in them are probably going to have to be paid or stipended. If community service is going to complete with MacDonald's, with serving as the lookout for a crack dealer, it is going to have to offer some form of compensation which leads to my second recommendation.

Let us use the principles of community service to revitalize existing programs and tap their resources. The $600 million that we spend on summer youth employment and training programs can, we believe, in Pennsylvania be better spent on summer youth corps and 400 of our 25,000 summer youth in Pennsylvania this summer are in corps programs.

Already Chapter II of the Omnibus Education Act has a provision for "projects in community service" introduced, I understand, by our distinguished member from Pennsylvania, Congressman Goodling.

The SSIG program and Work Study were originally intended to promote community service; the community service provisions could well be strengthened.

The third community service reaches across traditional organizational structures and departments. Its promulgation demands leadership, flexibility, and public/private partnerships, and I urge you to consider and create a national foundation, perhaps on the model of the Smithsonian or the President's YES to American Foundation to administer this initiative.

Fourth, community service demands strong community organizations to act as partners. Funds should be included to assure training and support for these organizations.

Fifth, and finally, I urge you to volunteer the Governors into an important role in this legislation. Community service can also be a Trojan Horse of a comprehensive youth policy at the state level and Governors should be urged to use it to this end, creating their own analogues to the national foundation.

In closing, I would like to suggest the advice of one of my favorite philosophers, Yogi Berra, who said, "When you come to a fork in the road, take it."

Community service can be studied to death. The forks in the road are many. We believe that we know enough to act. With your leadership, we believe that a bill can be shaped that will move us all ahead, allow us to learn and move ahead again.

Thank you very much.

[The prepared statement of John A. Briscoe follows:]

TESTIMONY

Committee on Education and Labor
U.S. House of Representatives
Washington, DC
June 28, 1989

by
John A. Briscoe

Director, PennSERVE: The Governor's Office of Citizen Service
333 Market Street
Harrisburg, PA 17126-0333
(717) 787-1971

Community service is an effective means of raising self-esteem, cutting drop-out rates and aiding in the difficult transition from school to work by giving youth direct career and citizenship experience.

Governor Robert P. Casey
October, 1988

Resolved: That the State Board of Education believes programs of community service should be an integral part of education at all levels and strongly urges schools, colleges and universities to institute or strengthen community service programs so every student is encouraged to serve and participate in volunteer service.

Pennsylvania
State Board of Education
January 12, 1989

Chairman Hawkins, ladies and gentlemen. I want to thank you for this opportunity to share with you some of our experience in Pennsylvania with youth and community service.

My name is John Briscoe. I direct PennSERVE: The Governor's Office of Citizen Service. PennSERVE was launched by Governor Robert Casey in November 1988 to "ask and enable all Pennsylvanians to engage in community service."

Youth community service is a topic that is in much rhetorical favor these days.

* Last week President Bush called "all Americans and all institutions, large and small, to make service central to your life and work. I urge all business leaders to consider community service in hiring, compensation, and promotion decisions. I call upon non-profit and service groups to open your doors to all those who want to help, irrespective of age, background, or level of experience. And leaders of high schools and colleges, I urge you to uphold the values of community service and to encourage students, faculty, and personnel to serve others."

* A host of studies and reports on America's youth and educational programs have urged that community service become an expected part of growing up in America. From Ernest Boyer's suggestion in High School that all students complete a Carnegie Unit of community service, to the W. T. Grant Foundation's urging in The Forgotten Half that all youth -- and particularly poor and at risk youth -- be asked to serve, to the Carnegie Commission's recently released report on the Middle Schools which calls for community service, there is a growing consensus that every young person be asked and enabled to experience the exhileration and power of serving her community.

* The Children's Defense Funds Adolescent Pregnancy Prevention Clearinghouse recently wrote:

> "The experience gained through service can make a lasting difference, giving young people a sense of purpose and a reason to remain in school, strive to learn and avoid too-early pregnancy."

* Public/Private Venure, a research and demonstration organization with years of experience in evaluating and designing programs for at-risk youth recently described youth corps "as close to a state-of-the-art model as now exists in youth programming. They tie together the strands of work experience, education, tight supervision, visible productivity, mentoring and social supports that seem to be necessary if at-risk youth are to prepare for successful participation in American economic and civic life."

* At the state and local level Governors and mayors -- including particularly my own Governor, Robert Casey, and my colleague, Laura Lee Geraghty's Governor Rudy Perpich -- have launched major initiatives that seek, in Robert Casey's phrase "to make community service the common expectation of all Pennsylvanians."

* Here in Congress there are, I am told, 22 separate bills relating to youth service.

Mr. Chairman, we are looking to you and your colleagues to craft a bill that backs up pronouncement with program. It is time to move from the talking about youth community service to providing concrete rational leadership that will make it happen. It is time for social invention and public policy.

President John Kennedy backed up his call for service -- his ask not what your country can do for you line -- with the social inventiveness of the Peace Corps. It is once again the time for social inventiveness. Rhetoric and calls for service are all very well ....indeed they are more than well they are important, but without organizations that ask and resources to make them work the rhetoric will soon fade.

In Pennsylvania Governor Casey has given PennSERVE a double mission -- to ask and to enable all to serve. We are here today to talk about enabling. When we begin to move from broad calls to service to specific legislation, what should guide us?

Let me suggest three stories as a partial answer:

OASES: In Pittsburgh last June 100 failing 7th graders -- 25 each in four schools -- were invited to join the OASES program. These students were at the bottom of their class. During the past year they went 1/2 time to regular school and spent 1/2 of the day in an intensive community service program. They rebuild part of a YMCA; they refurbished classrooms; they build playgrounds and a mock tril room. In June 1989 18 of them were on the honor roll.

Chestnut Ridge: At Chestnut Ridge High School in rural Bedford County an innovative principal challenged the Honor Society to take on a truly important community service project some three years ago. Today the Bedford County Literacy Council is operated by the students of Chestnut Ridge High School and educational quality assessment scores at the school have gone up 44%.

West Philadelphia Improvement Corps: In Philadelphia a project that brings together college students, organized through a seminar at the University of Pennsylvania, high school and middle school students, union members from the Building Trades Council of Philadelphia and a community organization has succeeded in turning three schools into community schools. They have created school gardens and playgrounds, completely refurbished an abandoned house and improved attendance. Four young, black men from this program are entering the carpenters apprenticeship program this month.

Wissahickon High School: At Wissahickon High School - a suburban high school, at which about 65% of all students go on to higher education, 95% of the 55 students enrolled in "social lab" go to college. These students spend 300 hours in community service during their senior year.

The Pennsylvania Conservation Corps: In the past 5 years the State of Pennsylvania has spent over $50,000,000 to hire 8,000 young people to serve, earn and learn in the Pennsylvania Conservation Corps. For every dollar we have invested we have gotten $1.31 back in completed projects.

All of these youngsters were unemployed when they entered the program, 52% of them were high school drop-outs, 40% were on some form of public assistance. One month after they completed the program 72% of them were either fully employed, back in school or in the military.

I suggest that there is a lot of interest in youth community service because youth community service works.

Martin Luther King told us: "Everyone can be great because everyone can serve."

Perhaps that's why a 10 year study by the Survey Research Center at the University of Michigan came to the following conclusion:

> "Men who did no volunteer work were 2 1/2 times as likely to die during the course of the study as men who volunteered at least one a week."

Since Senator Kennedy has already seized the rhetorical high ground in the Senate with his "Serve America" Bill I offer for your consideration "Volunteer or Die" as the title of your legislation.

Seriously, those of us involved in youth service believe that community service has a message for those interested in restructuring schools and strengthening the institutions that serve youth. We believe that youth service can transform societies perception of youth. Youth can be part of the solution, not part of the problem. Youth -- even those commonly viewed as losers can become winners.

My friend in Minnesota, Jim Kielsmeier calls community service the Trojan Horse of school restructuring.

School restructuring recommends:

Active Learning and suggests that traditional modes of passive, memory based learning simply are ineffective for many students. Community service is above all an active form of learning.

School restructuring recommends:

Teachers as leaders and coaches rather than sources of information. Community service demands that teachers coach, not lecture.

School restructuring recommends:

Teaching higher order thinking skills and team work. In a well ordered community service program higher order thinking, problem solving and teamwork are required.

But above all school restructuring talks about learning that engages youngsters in the process, that treats kids as workers and responsible citizens. Community service does all of those.

What do we conclude from this experience that can help guide your legislation?

First, legislation should build on the existing and growing network of youth community service programs. We don't have to invent the wheel of youth service, but we do have to make sure that there are spokes for every kind of youth.

Perhaps the element that distinguishes the current youth community service movement from its predecessors is its ability to make servers out of those who were previously called clients. Poor, minority, "at-risk" kids have in them the wherewithall to provide important community services and to reap the benefits in personal self-worth and community approval that go with it. But such programs are not free or cheap. They demand strong leadership and organization. The youth serving in them are going to have to be paid or stipended. If community service is going to compete with MacDonald's or with serving as look out for a crack dealer, it is going to have to offer some sort of compensation.

This observation leads to my second recommendation:

Let us use the principles of community service to revitalize existing programs. The $600,000,000 that we spend on summer youth can, we believe in Pennsylvania be better spent on summer youth corps and 400 of our 25,000 summer youth participants are in corps this summer. Already Chapter II of the Omnibus Education Act has a provision for "projects in community service" introduced, I understand by Congressman Goodling. The SSIG program and Work Study at the college level were originally intended to promote community service; the community service provisions should be strengthened.

Third, community service reaches across traditional organizational structures and departments. It's promulgation demands leadership, flexibility, and public/private partnership. I urge you to create a national foundation, perhaps on the model of the Smithsonian Institution or the President's YES to America Foundation to administer this initiative.

Fourth, community service demands strong community organizations to act as partners with schools and traditional youth servicing organizations. Funds should be included to assure training and support for community organizations.

Fifth and finally, I urge you to volunteer the Governors into an important role in this legislation. Community service can be a Trojan Horse of comprehensive youth policy at the state level and Governors should be urged to use it to this end, creating their own analogues to the national foundation proposed above.

In closing, I would like to offer the advice of my favorite philosopher Yogi Berra who once said "When you come to a fork in the road, take it."

Community service can be studied to death. The forks in the road are many. We know enough to act. With your leadership, we believe that a bill can be shaped that will move us all ahead, allow us to learn from the experience and move again.

Thank you.

Chairman HAWKINS. Thank you, Mr. Briscoe. Ms. Geraghty, you are next and we look forward to your testimony.

Ms. GERAGHTY. Thank you. Mr. Chairman, Subcommittee members, I want to thank you for the opportunity to comment on this important and timely topic of a national policy on youth community service.

I am Laura Lee Geraghty, Director of the Minnesota Office on Volunteer Services, a division of the State Department of Administration. Our office provides statewide leadership and service to Minnesota's volunteer community.

Since we were established in 1975, our agency has worked to advance volunteerism to advocacy, training, and education. Volunteerism is a vital force touching the lives of thousands of volunteers in Minnesota and throughout the country.

Minnesota has a long-standing tradition of youth involvement in community service and volunteerism. Still, the last few years have seen an explosion of activity aimed at expanding youth community service in the state.

Key actions that have resulted in this expansion are, number one, strong leadership from Governor Perpich who, along with other state and local leaders, sees service as an integral part of the education of our youth and the health of our communities.

Second, partnerships between educators, leaders of traditional youth organizations, community agency representatives, involved youth and other stakeholders who are willing to work cooperatively toward a unified vision of youth community service; and thirdly, introduction of legislation and funding mechanisms which facilitate and support youth community service in a variety of settings.

Governor Perpich has been a strong supporter of youth community service efforts both in Minnesota and nationally. Through his position as Chairman of the Education Commission of the State, he is promoting mentoring and youth community service nationally.

The Minnesota approach to youth community service has been to address four distinct components which collectively provide for a comprehensive program.

The first component is school-based programs. At the initiative of Governor Perpich, the State Board of Education is expected to make Minnesota the first state in the nation to include community service as part of the school curriculum.

A proposed rule is expected to be finalized in August. The Minnesota-based National Youth Leadership Council, in cooperation with the Department of Education, is developing training for school staff to assist in curriculum development.

Private sector support for this training is coming from such organizations as The Pillsbury Company and the Blandin Foundation. Legislation passed in 1987 allows school districts to levy 50 cents per capita for youth development plans which may include youth community service.

In the last legislation session which just ended, an additional provision for 25 cents per capita specifically for youth community service was added. This latest legislation also allows school districts to award up to one credit towards graduation.

The second component of our programs are programs through postsecondary institutions. Minnesota Campus Outreach Opportunity League, what we call M-COOL, was formed in March of 1987, and has already identified or developed over 15 campus community service programs in Minnesota.

Recent legislation allocated funds to provide modest matching grants to postsecondary institutions, for campus community service projects.

Those grants will be emphasizing student involvement as tutors and mentors. Funding was also provided for state-wide coordination and training of campus-service leaders.

The third component, and one that I think is very important, is the preparation of community agencies. Our office—the Minnesota office on Volunteer Services is addressing the special needs of community service organizations in which the student volunteers will be involved.

These organizations will need assistance in adapting their programs to meet the unique needs of students or youth volunteers. Some of those unique needs may include shorter placements, more extensive supervision, greater structure in the program, and relationships with educators.

In order to insure that youth have productive and rewarding volunteer experiences, agencies will need assistance in assessing agency capacity to involve youth volunteers, training on how to work with youth volunteers, assistance in making program adaptations to accommodate youth and follow up in adaptive services.

I think we need to be concerned that just because youth may be available for volunteering, that they may not be appropriate for all organizations.

The fourth component of our plan is full-time service programs. Minnesota has a conservation corps under the administration and executive control of the Commissioner of Natural Resources.

It provides priority for employment of youth, who are economically, socially, physically, or educationally disadvantaged. Included are summer youth programs and year-round adult programs with provisions for remedial education.

A funding increase was received during the recently ended legislative session of that program.

The above initiatives have been possible only because of the cooperative efforts of many individuals and organizations. Leadership has come from many sources. In addition to the Governor's strong and visible leadership, some of the strongest and most effective proponents of youth committee service are youths themselves, you can best articulate the many benefits that they derive from their involvement.

I am really pleased that we will be hearing from some youth this morning.

I have also been representing Governor Perpich in a series of National Governors Association meetings, discussing a national community service policy. That policy includes opportunities for adults to serve.

The draft NGA policy will be presented to the governors in late July for their action. Since this action was developed after a great deal of input and discussion from representatives from many fields and a variety of states, I urge you to review this policy before making your recommendations on a national policy.

In closing, I would like to say that I support strongly the formation of a National Youth Service Policy. America was built on a tradition of mutual health and volunteering. It was volunteers who, individually and collectively, settled this country, raised barns, built our first roads and libraries, originally developed our educational and social service system, fought for women's suffrage and civil rights, and looked after those in need. Today, despite massive government and non-profit programs designed to meet our needs, we still rely heavily on volunteers.

We value the assistance provided and treasure the opportunity to participate. Volunteerism and citizen participation is not only our right, but I believe an obligation in a democratic society.

In fact, I could not help but face an irony as I was very deeply moved by the recent actions of our youth—the youth in China, fighting so desperately for democracy, and, yet, here in this country, where we have democracy available to us, and we know that volunteering and citizen participation is one of the ways in which we most eloquently live that democracy, that we do not always take the time to nurture it or to even appreciate it.

I think that what we have seen happen across the ocean is a real lesson to us. We need to nurture it in our own youth. As adults we have the responsibility to provide the vision and leadership leading to the continuation of the rich tradition of service and the empowerment of our youth.

You can do this with a strong National Youth Service Policy. I wish you well in your deliberations and believe that your decisions will have a profound impact on the future health and vitality of this country. Thank you.

[The prepared statement of Laura Lee Geraghty follows:]

WRITTEN TESTIMONY

Laura Lee Geraghty, Director
Minnesota Office on Volunteer Services
Department of Administration

JOINT SUBCOMMITTEE HEARING
HOUSE COMMITTEE ON EDUCATION AND LABOR
NATIONAL YOUTH COMMUNITY SERVICE POLICY
June 28, 1989

Mr. Chairman, Sub-Committee members, thank you for the opportunity to comment on the important and timely topic of a national policy on youth community service.

I am Laura Lee Geraghty, Director of the Minnesota Office on Volunteer Services, a division of the state Department of Administration. The office provides statewide leadership and service to Minnesota's volunteer community. Since we were established in 1975, our agency has worked to advance volunteerism through advocacy, training and education. Volunteerism is a vital force, touching the lives of thousands of Minnesotans. We work to ensure that volunteerism will continue to flourish and bring its rich rewards to our people and our communities.

Today, the demands for volunteers are continuing to increase and the make-up of our volunteer community must continue to become more diverse if we are to meet the challenges and opportunities which Minnesotans face. Young people involved in youth community service represent a significant population within our volunteer community.

Minnesota has a long-standing tradition of youth involvement in community service and volunteerism. Still, the last few years have seen an explosion of activity aimed at expanding youth community service in the state.

Key actions that have resulted in this expansion are:

1. Strong leadership from Governor Perpich who, along with other state and local leaders, sees service as an integral part of the education of our youth and the health of our communities;
2. Partnerships between educators, leaders of traditional youth organizations, community agency representatives, involved youth and other stakeholders who are willing to work cooperatively toward a unified vision of youth community service; and
3. Introduction of legislation and funding mechanisms which facilitate and support youth community service in a variety of settings.

Governor Perpich has been a strong supporter of youth community service efforts both in Minnesota and nationally. Through his position as Chairman of the Education Commission of the States (ECS), Governor Perpich is promoting mentoring and youth service nationally. He has made a mentoring program through Campus Compact a top priority of his ECS chairmanship. Co-founded by 125 university presidents across America, the Campus Compact program promotes mentoring by university students of younger, at-risk children. Governor Perpich has broadened the focus to include student mentors at the high school level. He has set an ambitious goal of fostering one million mentors in communities across the nation.

In Minnesota Governor Perpich has encouraged youth community service by: convening groups of stakeholders to develop plans for a comprehensive youth community service effort; asking the State Board of Education to include community service as a part of the school curriculum; initiating legislation that provides the funding and structure to implement youth community service programs in school-based settings, in colleges and among community agencies; and publicly recognizing successful community service programs by conducting an annual Youth Service Recognition Day and by visiting schools and volunteer sites.

Governor Perpich has adopted the following position statement, which indicates his approach to developing comprehensive programs which meet the varying needs of all youth.

> **"I support the concept of expanding opportunities for community service for all youth. This expansion should involve a variety and continuum of optional programs which will be appropriate for, and attractive to, all youth from diverse backgrounds and at differing ages. These programs should include choices of part-time service opportunities for K-12 students and college students, and both full time and part-time opportunities for those delaying college/post-secondary education or not seeking any post-secondary education. Programs should be developed to ensure that community agencies are adequately prepared to effectively involve youth and ensure that no youth are excluded from participation in some program.**
>
> **Youth community service programs must serve to expand learning, increase self-esteem and create an ethic of citizenship/community service in our youth, while meeting growing community needs. Planning for such programs should include representation from the various groups which will be affected by the programs, including youth, educational institutions, volunteer leaders, community organizations and state agencies expected to administer the programs."**

In an effort to coordinate and focus these various programs, the Governor requested that a state policy or framework be developed. This work resulted in a policy statement "Youth Community Service - The Minnesota Vision" (see attached).

With Governor Perpich providing the vision and encouragement, leaders from education, government, corporations, youth programs, social service agencies and elsewhere have been working cooperatively to develop plans to involve all youth in community service. As a result, programs and proposals have been developed dealing with a wide variety of alternatives.

The Minnesota approach to youth community service has been to address four distinct components which collectively provide for a comprehensive program.

A. School-Based Programs

At the initiative of Governor Perpich, the State Board of Education is expected to make Minnesota the first state in the nation to include community service as a part of the school curriculum. A proposed rule is expected to be finalized in August.

The Minnesota-based National Youth Leadership Council, in cooperation with the Department of Education, is developing training for school staff to assist in curriculum development.

Private sector support for this training is coming from such organizations as The Pillsbury Company and the Blandin Foundation.

Legislation passed in 1987 allows local school districts to levy 50 cents per capita for youth development plans, which can include youth community service. As of last fall, 16% of Minnesota's school districts already had some form of district-wide Youth Community Service program in place. Legislation passed last month provides for an additional optional school district levy of up to 25 cents per capita specifically for youth service. This legislation also allows school districts to award up to one credit toward graduation.

B. Programs through Post-Secondary Institutions

Minnesota Campus Outreach Opportunity League (M-COOL) was formed in March, 1987 and already has identified or developed over 15 campus community service programs in Minnesota. In response to the Governor's "Partners in Learning" initiative, the emphasis in these programs is the creation of campus-based tutoring and mentoring partnerships with local elementary and secondary schools.

Recent legislation allocated funds to provide modest matching grants to post-secondary institutions for campus community service projects emphasizing student involvement as tutors and mentors. Funding was also provided for statewide coordination and training of campus service leaders.

C. Preparation of Community Agencies

Our office, the Minnesota Office on Volunteer Services, is addressing the special needs of community service organizations in which the student volunteers will be involved. These organizations will need assistance in adapting their programs to meet the unique needs of student/youth volunteers (i.e. shorter placements, more extensive supervision, relationships with educators). In order to ensure that youth have productive and rewarding volunteer experiences, agencies will need:

- assistance in assessing agency capacity to involve youth volunteers;
- training on how to work with youth volunteers;
- assistance in making program adaptations to accomodate youth; and
- follow-up and evaluative services.

The Minnesota Office on Volunteer Services, as the statewide leader and service provider to the volunteer community, is providing training and technical assistance to these community service organizations and agencies.

D. Full Time Service Programs in Minnesota

Minnesota has a Conservation Corps under the administrative and executive control of the Commissioner of Natural Resources. It provides priority for employment of youth who are economically, socially, physically or educationally disadvantaged. Included are summer youth programs and year-round adult programs with provisions for a remedial education component. A funding increase was received during the recently-ending legislative session.

Yet another legislative proposal would have made grants available to provide education and training to targeted youth through programs which would result in youth gaining work experience while rehabilitating or constructing residential units for the homeless. While this proposal was not passed, it is likely to be re-introduced and would result in further expansion of full-time efforts.

The above initiatives have been possible only because of the cooperative efforts of many individuals and organizations. Leadership has come from many sources. In addition to the Governor's strong and visible leadership, some of the strongest and most effective proponents of youth community service are youth themselves who can articulate the many benefits they derive from their involvment. Traditional youth service organizations (i.e. Girl Scouts, Campfire, 4-H, YMCAs', Red Cross) are participating in planning and are sharing their expertise on youth development. Other private sector organizations providing leadership include: the National Youth Leadership Council; Minnesota Campus Outreach Opportunity League; Campus Compact; National School Volunteer Program/Minnesota; Minnesota Community Education Association; the Commonwealth Initiative of the H.H. Humphrey Institute of Public Affairs at the University of Minnesota, and; the newly formed Minnesota Youth Service Association - a statewide coalition of educators and citizens, including youth, designed to promote youth community service.

The state agency partners in this effort include: The Departments of Education, Natural Resources and Jobs & Training, the Higher Education Coordinating Board, State Planning Agency and the Minnesota Office on Volunteer Services, a division of the Department of Administration.

As a result of this leadership and coordination, Minnesota has developed a unique, comprehensive model for youth community service that I believe can be replicated elsewhere in the country.

The momentum for youth community service in Minnesota continues to grow. It is evident that our youth want to learn and embrace the value of citizenship and service. It is also evident that there are many community needs that youth, with proper preparation and supervision, can meet. Youth community service melds these two needs and creates a vital new resource.

I have been representing Governor Perpich in a series of National Governors' Association (NGA) meetings discussing a national community service policy, including opportunities for adults to serve. That group identified several principles for a national policy on community service which should:

1. Promote a strong partnership between federal, state, and local governments as well as with the volunteer and business communities to emphasize the importance of community-wide involvement.
2. Recognize the multitude of existing state and local programs and seek

to expand and enhance their capabilities.

3. Encourage creativity and diversity through all tiers of service, including elementary and secondary schools; college campus, part time; full-time compensated; and part time community based programs.
4. Include enough assistance to enable individuals and programs to achieve their goals.

The draft NGA policy will be presented to the Governors in late July for their action. Since this policy was developed after a great deal of input and discussion with representatives from many fields in a variety of states; I urge you to review the final policy before making your recommendations on a national policy.

I would also recommend that any national initiatives:

1. Involve youth in the planning process (for they can best articulate their own needs and interests).
2. Involve agencies and organizations that will be working directly with youth volunteers.
3. Ensure that community service opportunities provide rewarding and productive experiences for our youth.
4. Provide vision and encouragement, but the flexibility to respond to local needs and priorities.

I applaud your efforts to review the myriad of models and potential components for a national youth service policy. With all the ideas and data available, let us not lose site of the fact that we want to strengthen our communities and nation, while providing meaningful educational and work experiences for our youth.

As a result of community service, increased numbers of youth will:
- -Manifest the ethic of voluntary service;
- -Better understand their responsibilities as citizens;
- -Experience the satisfaction of service and greater self-esteem;
- -Apply practical skills;
- -Gain multi-cultural and intergenerational experience;
- -Reflect on what they have learned as a result of their service activities;
- -Show a positive attitude toward learning, and
- -Display a better understanding of the job market.

Also, as a result of youth community service:
- -Youth continue to volunteer once they become adults; and
- -Volunteers meet more community needs.

In closing, I support the formation of a national youth service policy and encourage you to develop appropriate mechanisms which will provide a wide range of community service opportunities which will meet the needs of diverse populations of youth at varying ages.

America was built on a tradition of mutual help and volunteering. It was volunteers who, individually and collectively, settled this country, raised barns, built the first roads and libraries, originally developed our educational and social service systems, fought for women's suffrage and civil rights, and looked after those in need. Today, despite massive government and nonprofit programs designed to meet our needs, we still rely heavily on volunteers. We value the assistance provided and treasure the opportunity to participate. Volunteerism and citizen participation is not only our right, but an obligation in a democratic society.

However, we cannot assume that the value of giving will automatically be continued. We need to nurture this participation and ensure this involvement for future generations. As adults, we have the responsibility to provide the vision and leadership leading to the continuation of the rich tradition of service and the empowerment of our youth. You can do this with a strong national youth service policy.

I wish you well in your deliberations and believe that your decisions will have a profound impact on the future health and vitality of our country.

C19-1

Chairman **Martinez**. Thank you.

My first question is to you, Ms. Geraghty. Earlier we heard from the President of AFSCME. AFSCME is quite concerned about the displacement of workers, as naturally he should be. There is reason to.

Many times in the past, through Federal programs, there have been workers who have lost their job because that local government entity, decided that it would be cheaper for them to use the Federal monies in the program provided by the Federal Government to subsidize those needs that they had, by using supplemental workers rather than retain full-time people on their staff.

I understand there is a very definite and real concern there.

We heard that he has had one complaint in the 55-plus youth corps programs that are existing now. Before I ask the question, I want to relate my own feeling that with 55 youth corps centers, and growing, from a short few years ago, they must be having a tremendous amount of success and meeting a tremendous need that is out there, both from the aspect of the young people who are developing pride in themselves and pride in their communities, and from local governments fulfilling unmet needs.

I don't think there is any question, if they are growing that rapidly, that youth corps are a great success. Evidently, Mr. McEntee indicated that there had been some complaints about Minnesota's program.

Could you tell us what the problems were, and was there a resolution of those problems?

Ms. **Geraghty**. The major problem has been with the full-time stipend programs. The other three components that I talked about in terms of our program are a comprehensive program, really have not been involved.

AFSCME in Minnesota is very concerned about the potential displacement in full-time stipend programs. It has been an issue that frankly has been the last issue resolved in the last two contract negotiations for state employee AFSCME contracts in the last four—our contracts last two years, but the last two sessions of that, that has been the last point that has been settled.

I really believe very strongly that what we need is some kind of a grievance procedure or some way to resolve that kind of an issue. I do not see volunteerism and unions as being adversarial relationships.

Those of us who have spent a life-time and devoted our lives to volunteer services, and volunteer administration, are just as concerned about the displacement of workers as our representatives of our labor organizations.

We do need a mechanism that helps us resolve disputes. At times, what happens is that, as soon as there becomes a conflict, one ends up—both parties end up becoming more conservative rather than finding a common ground, and I think some kind of a mediation process is needed to resolve those kinds of disputes. I would strongly recommend that that kind of provision be included in a national policy.

Chairman **Martinez**. We do have it in H.R. 717. That's Section 410, Grievance Procedure, and it allows for filing of complaints and a redress to those complaints, and a full investigation by the administrative secretary or the assistant director, and where it would lead to a mutual resolution.

In the places that I've been to, and the youth corps centers that I have visited, unions are involved in those programs. And the local unions—not the nationals, but the locals—are very much in support of those programs, and I do not find that it is a real displacement threat to any worker.

Was there any actual worker displacement in a case in Minnesota, or was it just a situation that was feared, and, as a result, precautions were taken by contract negotiations to provide protection against it?

Ms. **Geraghty**. To my knowledge--and I will check on this and get back to you—But to my knowledge, there was no actual displacement of workers. It is more a philosophical issue and the potential of that, I think that they are concerned about.

Chairman **Martinez**. You know, there are those that are going to say, if these programs are springing up as rapidly as they are all over the country, what is the need for national legislation?

One of the things that, in consideration of answering that question—and I would like to ask both of you—Mr. Briscoe and Ms. Geraghty, too—what percentage of youth are you reaching? What percentage of the eligible population are you reaching? How many would you like to reach? How do you envision this bill helping you expand that participation?

Mr. **Briscoe**. I believe the national figures are that only something like 50,000 youth in any given year have the experience of a youth corps program, which is a tiny, tiny, tiny fraction of the total number of youth.

There is some indication in Pennsylvania, we have had 8,000 go through. We know that six percent of the dropouts in Pennsylvania—high school dropouts—end up in corps programs. We would certainly like to have that option open for all dropouts to have corps much more widely spread, so it is an option.

There are 22,000 dropouts per year in Pennsylvania, so that gives you some kind of a figure to shoot at. We would like to have something like 15,000, 20,000, positions open each year, to invite people to come into. You begin multiplying that, to get some kind of national numbers, at least a couple of hundred thousand opportunities nationwide.

When we get that, we don't know where we go from there.

Chairman **Martinez**. Thank you.

Ms. **Geraghty**. I would like to address that question by taking a looking again at a whole range of options for our youth, and not just the full-time service corps model. I think that that is very important, but I would love to see the day when we have 100 percent of our youth involved in some kind of activity. Perhaps not every year, but throughout their educational years, that they are taking a look at, and have the ability to become involved.

I would love to see us working with kids in the youngest grades, in kindergartens. We have some wonderful models of programs where first graders are working with the nursing home across the street and going and visiting, and helping them to read letters and visiting with the elderly.

We have wonderful programs that involve junior high students. We have wonderful programs that involve senior high students and college students. Also, the corps programs, which I think attract a certain population.

What I think is necessary with the national policy is that we develop a wide-range of community service opportunities that attract, that provide incentives, and that meet the needs of students at varying ages, and in various economic backgrounds, and with varying needs; and that we not look at one program, or say that one program is more important than the other, but that we develop a comprehensive plan, that involves all youth, and that we are very, very careful that, in doing that, we not develop any kind of a program that, in fact, discriminates against some of our youth.

That was a very deep concern as we talked in the National Governor's Association meetings, that we need to be careful, that we are not doing that either by the incentives that we develop, or by limiting the kinds of programs that are available to youth.

Chairman **Martinez**. H.R. 717 does two things, that you have addressed.

One, it does provide local flexibility for local communities to decide what their best program needs are, and develop programs around those needs.

The other thing it does is that it provides for a matching grant and leverage for grants. In other words, the programs that would be accorded the highest priority are those that would be able to gain the support of corporations in their areas to come up with dollars.

The more dollars they put up and the local governments and communities put up, the more dollars would come from the Federal Government, so that there is an incentive for corporations to get involved.

We try to make this as best we can as to suit the local needs, number one; and to provide as much money as we can to the programs themselves.

I am going to have to rush to vote, because I missed the last vote. I do have some other questions that I would like to ask of both of you. We will submit those questions to you in writing, and we will leave the record open in order that you might respond to those, and we might submit them for the record.

With that, I thank you both for appearing before us today, and you are excused, and we will hold the next panel until I get.

Short recess for about five minutes.

[Recess.]

Chairman **Martinez**. We are back in session. Let me call the next panel. Todd Clark, Constitutional Rights Foundation from Los Angeles; Michael Jones, graduate of Fremont High School, Los Angeles; Carol Kinsley, Springfield, Massachusetts Public School; Michelle White, Springfield, Massachusetts Public School; Sandra O'Strander, student, Springfield, Massachusetts Public School; Gail Kong, Executive Director, New York City Volunteer Corps; Professor Ira Harkavy, Director of Community Oriented Policy Studies, University of Pennsylvania.

Mr. Jones, I understand you are from Gus Hawkins' District. If Gus Hawkins were here—he could not be here because he had to attend the leadership meeting—but he would have welcomed you in the proper manner. I will welcome you in his stead.

Why don't we start with Mr. Clark?

STATEMENTS OF TODD CLARK, CONSTITUTIONAL RIGHTS FOUNDATION FROM LOS ANGELES; MICHAEL JONES, GRADUATE OF FREMONT HIGH SCHOOL, LOS ANGELES; CAROL KINSLEY, SPRINGFIELD, MASSACHUSETTS PUBLIC SCHOOL; MICHELE WHITE, SPRINGFIELD, MASSACHUSETTS PUBLIC SCHOOL; SANDRA O'STRANDER, STUDENT, SPRINGFIELD, MASSACHUSETTS PUBLIC SCHOOL; GAIL KONG, EXECUTIVE DIRECTOR, NEW YORK CITY VOLUNTEER CORPS; PROFESSOR IRA HARKAVY, DIRECTOR OF COMMUNITY ORIENTED POLICY STUDIES, UNIVERSITY OF PENNSYLVANIA

Mr. CLARK. Thank you, Mr. Chairman. We appreciate the interest that you and the committee are taking in this whole issue, and are delighted that we could be here from Los Angeles to talk with you, since our Los Angeles Program includes six high schools that are part of Chairman Hawkins' district. The young man who is with me this morning has been a member of one of those programs.

I might also say, by way of background, that I taught for ten years in Asousa, so if you have time after the session, I would be happy to give you some theories as to why Asousa is such a high drop out district, but I will certainly go on to say that I, too, read the article that you commented on earlier in your remarks, and find that a perfect example of the enormous problem of youth alienation that we face, especially in the urban areas of America today, not just in California but all over the country.

I think if we looked at high schools like the one that Michael represents, we would see not only figures like 39 percent, but figures more likely to approach 60 percent and higher.

It is clear that we must not only deal with that problem of alienation, but we must also deal with the issue of values that kids have with regard to self and others. Teaching the basics has been of great concern to us over the past few years.

One of the basics, to make this country successful, is the basic of commitment to service and to work to help others. The program that we have in Los Angeles, I think, illustrates that young people are able to, and willing to, and are eager to work to that end.

I represent the Constitutional Rights Foundation, which is an unusual community based organization, dedicated to civic education of which we believe community service is a part. CRF has existed in Los Angeles for over 20 years, we have a prominent Board of Directors, headed by Allen Rothenberg, of the firm of Manate, Phelps, Rothenberg, and Thorpes, who has just been elected President of the California State Bar Association.

Other prominent Los Angeles legal and business figures have been supportive of our work for many years. We also work nationally in 44 states with a number of other programs that deal with such areas as delinquency prevention and law-related education.

In the community service area, we have been active for nine years now. For the past five, we have had support from the Ford Foundation, which has provided money from their urban poverty program to give us an opportunity to work with students at risk in 22 high schools.

The definition of "at risk" gives us some concern. We are defining it to mean largely all young people who are students in urban high schools, which are part of the larger problems of general youth alienation that I referred to earlier.

In the program that we operate, 2,500 youth leaders have involved over 55,000 students in providing literally hundreds of thousands of hours of service over the last five years.

Just in terms of the leadership group alone, in an annual sense, we are talking about something in the neighborhood of 63,000 hours of service that we would value at the present minimum wage at something like $211,000.

That doesn't include all of the volunteers that the leadership students get involved. These young people work—again, intercity students, they work for no money and for no credit.

I would also like to make the point however, that, while our program in Los Angeles may differ somewhat from the programs that will be described of the sort that Carol Kinsley has developed so wonderfully in Springfield, we are strongly committed to the notion that community service should permeate the curriculum, should be a strand in every young person's education in this country, from kindergarten through their formal education, and should not be an add-on or a separate movement, but an important and integrative factor in everyone's education.

What kinds of service are we talking about? I think John Briscoe gave illustrations that are appropriate to Los Angeles as well.

I might just give you a few examples from a list that we put together of projects that were done in the six high schools in Chairman Hawkins' district during this year.

I have a list of about 25. I will just read a few of them.

Planting trees to help turn Los Angeles into an urban forest.

Ongoing visitation with senior citizens at convalescent homes.

Tutoring children in after-school latch key programs.

Teaching adults how to read as a part of literacy programs.

Performing earthquake prevention skits in elementary schools for younger children.

The obvious kinds of things:

Painting out graffiti.

Working on campus beautification, and so forth.

The range is almost endless. All of us who are involved in programs either of the type that we run or others, can give you long lists of solid and impressive accomplishments performed by kids.

I would like to make six observations, based on our experience, about service programs.

First, I believe school is the place where service programs should start. If service has to be dealt with explicitly, and I think it does, school is the institution that has the students, and oftentimes the last institution that has the students, and, therefore, the one that has the greatest opportunity to develop a sense of service as a part of their academic and social development.

A second: Programs of service in school should never be targeted programs.

I do not believe it is ever the case that we ought to say that these are special programs either for an elite and special group of volunteers, or for troubled young people.

To do so, would be stigmatize, and I fear, if we stigmatize these programs, we will run into the problem that we already have to face in the minds of many young people, where they hear that the courts often sentence people to do "community service for bad behavior" and wonder if it can also be something that they can do as good behavior.

Stigmatization is something we ought to be very careful to avoid.

Third, we need to make it, to build service programs on the notion that kids are good, positive, young people who want to be connected to our society, who want to do good things, and who are not being involved in service programs specifically to avoid getting into trouble, although I think there is an element that we can talk about at length.

Which service programs do provide almost automatically an opportunity for participation, which is a good thing for young people and which might often lead to a kind of behavior that takes them away from possible problems in their communities.

Kids began as essentially good, positive, and committed young people, who need information and skills, so that they can become engaged in service.

Fourth: Programs can help meet the special needs that we have all identified.

Again, not to repeat what has already been said, but I think it is very important to point out that this is not an effort to displace anyone. It is an effort to deal with many of things which we, at one time—and I think you said it yourself just a few minutes ago—at one time, cities were able to take care of many of their own needs, which are now not being taken care of, because of problems with funding.

Five: I think it is important to make the point that kids benefit most from service programs. Whatever we say about the value to society in solving unmet needs, and as important as that may be, it is the server that I think earns the greatest benefit from the service.

Six: All service programs are not equally effective.

There are certain characteristics that have been identified that I will not take the time to go over at this time that are included in my written statement, that make for a more effective service programs than others.

Simply sending young people into the community to serve and then toting up a number of hours in the counselor's office, without involving the students, and really selecting or planning, or delivering service to areas that they know is important, or without actual reflection on the service, which is a very important element in making service useful, does not have the same power as programs that do include those elements.

I would like to make a few recommendations to the committee.

Obviously, you would not be having the hearings if there was not growing interest in this area, and incentives, indeed, are needed. Any group of educators that I have talked to can identify all of those things which they are expected to do, and society continues to add to that list, as we are here today talking about doing.

However, if we are going to add to that list, service as an important element of education, then we need to provide financial incentives to make it possible for schools to experiment with and start service programs, which they then ultimately will be expected to continue and to support with their own money.

I think we certainly should support President Bush's effort, the Kennedy effort, and the effort here with 2591, to implement programs which are comprehensive in scope, and assume that elements of omnibus provisions are developed and included there, broad-based, and comprehensive programs.

I think it is also important that, as you on this committee consider reauthorization of a number of different pieces of legislation, both this year and in the future, that you think through ways in which service can be integrated and infused in those programs.

Certainly, there are places, for example, it seems to be in the Vocational Educational Act, which I believe you are working on this session, to integrate something about non-profit organizations and service careers.

You find if you talk to curriculum people that nothing has ever been said to most young people in the schools about anything approaching volunteerism or careers that are available for people in the voluntary sector.

These are invisible career opportunities as the schools presently exist. As we all know who are here today, there are a great many career opportunities in service and non-profit work, and kids ought to know about that.

I think the Job Training Partnership Act certainly has many opportunities to provide service as a principle focus of what young people do under the terms and conditions of this Act.

I think, also, the proposed H.R. 717, which has an opportunity in it for part-time service, needs to be passed and implemented as quickly as possible.

I have taken far too much time, but I could not resist the opportunity. I know you want to talk to Michael and hear what he has to say, but it is not often that I have a chance to get on the record with concerns that I have as a program manager.

I might also say that our national effort is to try to link programs throughout the country that are working in the pre-collegiate level. We have a publication, which is in your packet, called the Youth Service Network, which is distributed nationally.

When you have a chance to look at that publication, you will see a great many things called for there, which describe what people are doing, and ways in which they are doing it that we thing correspond to effective programs.

I would like now to introduce Michael. Michael graduated from Fremont High School last year.

[The prepared statement of Todd Clark follows:]

STATEMENT OF

TODD CLARK, EDUCATION DIRECTOR

CONSTITUTIONAL RIGHTS FOUNDATION

LOS ANGELES, CA

ON

"YOUTH SERVICE IN AMERICA"

Hearings Before

COMMITTEE ON EDUCATION AND LABOR
HON. AUGUSTUS HAWKINS, CHAIRMAN

JUNE 28, 1989

Statement of Mr. Todd Clark, Education Director, Constitutional Rights Foundation, Los Angeles, California on "Serve-America: the Service to America Act of 1989."

> **In my community, kids drop out of school because things in the family go wrong. I've seen kids, even my friends, get involved with gang-bangers and drugs. This leads nowhere - except maybe death or jail. There is no life, no future - a lifetime of suffering. I think drugs and gangs are a waste of time. We have to offer kids something else instead.**
>
> **Michael Jones, Fremont High School, Los Angeles**
> **Community Service Volunteer.**

America's urban areas are riddled with problems. Most serious in continuing alienation of young people who represent a great national treasure being decimated at an accelerating rate. Our schools are vital institutions in the struggle to reverse this trend. In addition to teaching academic basics, instilling civic values must once again become a focus for the school curriculum. Public education was first created to build social cohesion and support for our political and economic system. Young people must be linked to our system at the community level, actively working to improve the lives of their friends and neighbors.

The adolescent years are profoundly difficult for many young people. Throughout Los Angeles, youth of every ethnic background and income level, who might otherwise be lost to our society, are showing that they can make a difference. In Chairman Hawkins Congressional District, six of the high schools are involved in the Youth Community Service program of the Constitutional Rights Foundation and the Los Angeles Unified School District.

By developing academic skills and making a commitment to service, these young people also make a commitment to themselves, their schools and their communities. For some it is an alternative to dropping out or joining gangs. For others, especially young Latino and Asian immigrants, it provides a welcome introduction to the American way of life. For all, it builds confidence and provides experience that will last a lifetime.

My name is Todd Clark; I'm the Education Director of the Constitutional Rights Foundation in Los Angeles. I am a secondary school educator with a specialization in the social studies and am the former president of both the California and the National Councils for the Social Studies.

What is the Consitutional Rights Foundation?

The Constitutional Rights Foundation is a community-based organization that for 26 years has been working with the schools in Los Angeles, California and the nation in an effort to support and strengthen the preparation of our young people for citizenship. We are non-partisan and are governed by a 45-member Los Angeles volunteer Board of Directors drawn from law, business and the community that supports open inquiry and debate on all public issues. We have small, self-governing offices in Chicago and Orange County, California. Our funding comes from the Los Angeles, Chicago and Orange County communities and relies heavily on contributions from lawyers, law firms and businesses. In addition, we are funded to carry out special programs by various foundations and government agencies. We sponsor many different programs that stress student interaction and involvement in the classroom, school and community. These programs draw more than 2,500 volunteers annually from the legal and business communities, and range from a statewide high school mock trial program that involves 350 California high schools and communities to the Youth Community Service program that I will describe today.

Youth Community Service

We became interested in community involvement activities for students in the early 1970's, and sponsored a large school-based program for students that involved extensive interaction with professionals and agencies from the justice system.

In 1981 we began our first community service program in which we designed and tested basic organizational, training and program implementation features that characterize our approach to community service.

Recognizing the potential importance of service to at risk youth, we expanded the program in 1984 to provide inner-city students with opportunities to serve their communities. Funding for this effort has been provided by the Urban Poverty Program of the Ford Foundation. Each year, the Los Angeles Unified School District has taken on a larger share of the costs. During the five years of the expanded program, hundreds of community agencies and groups have been involved. Nearly

2,500 students have volunteered for and been trained to serve in leadership positions for projects and continuing activities involving over 55,000 student volunteers. Working under the supervision of teachers at each of 22 senior high schools, students learn skills needed to identify community needs, design projects or continuing programs to meet those needs and recruit volunteers to assist them. The leadership group alone contributes nearly 63,000 service hours a year, which we value at over $211,000, based on the current minimum wage.

The program, which includes an educational component for teachers and students, is now offered as a voluntary after-school activity. Students receive neither money nor course credit for their work. It is our objective to expand the options for students and provide opportunities for elective course credit as well as to implement an instructional unit in high school government classes. We encourage and would like to see the idea of community service and the service ethic taught about, discussed and implemented throughout the curriculum and at every grade level.

Service Activities

Students design projects which provide service to the elderly, the homeless, the school, the neighborhood and other students, and assist a vast array of community groups in implementing their own programs. So far this year just in the six high schools in Chairman Hawkins district projects have included:

o planting trees to help turn Los Angeles into an urban forest
o sponsoring events for children with sickle cell anemia
o ongoing visitations with senior citizens at a convalescent home
o tutoring children in an after-school latch key program
o teaching adults how to read as part of a literacy program
o working with the Red Cross on weekends for blood drives
o putting on a picnic for battered and abused children
o performed earthquake prevention skits in schools
o registered voters on the high school campus and in the community
o helping junior high students carry out conservation projects
o providing anti-drug information to elementary school children
o spending time with homeless children
o painting out graffiti
o leading a monthly one-hour clean-up campaign involving an entire high school
o sponsoring community clean-up projects
o adopting a community wall to keep graffiti-free
o tutoring children in reading
o putting on a Halloween carnival at a shelter for battered and abused children
o put on Halloween safety skits

Program Impact

This program was evaluated by the UCLA Center for the Study of Evaluation and judged effective in developing a group of skills based on the activities required of the students, as well as a strong commitment to service, increased feelings of effectiveness, confidence and positive bonding with adults and the school. There were also suggestions that school attendance and performance improved. Verification of these latter effects would require further research.

As a result of our experience with this and other programs, we have encountered and successfully overcome many common problems school-based service programs must address. Our staff has learned much and is eager to share this information with others who are just beginning to develop programs at schools throughout the nation.

Answers to Six Questions

Reflecting on our experiences in Los Angeles and drawing upon the work of others, I would like to make six points of importance regarding school-based service:

(1) Why Should Schools Offer Service?

Voluntary service builds strong positive bonds between America's young people and the institutions and traditions of our society. We must explicitly teach the value of service to our youth as a part of the school curriculum if we expect broad-based involvement in community service by adults. It is too important a matter to be left to chance.

(2) Who Should Serve?

All students, regardless of ability or past school performance, should be encouraged to participate in school-based community service. School service programs have special value helping youth newly arrived in the United States and from lower socio-economic groups to develop strong positive bonds to our society. Students can help provide opportunities that link them positively with their school. Such programs develop social cohesion as volunteers from a broad range of socio-economic backgrounds learn to work together. Community service programs also give young people the opportunity to return something to a society which has provided so much to them as a birthright of citizenship.

(3) Do Students Care About Others?

Youth have an innate concern for others and a desire to improve their communities. They have the willingness and the capacity to help fulfill America's unmet needs -- such as tutoring the under-educated and "at risk" youth, assisting the elderly and the disabled and implementing projects to improve our neighborhoods and our environment. Our schools can and should help stimulate and channel the positive spirit of our youth to serve others. They can provide structured and supervised opportunities for students to identify needs and learn to design and carry out projects that meet those needs as well as to reflect on the importance of service to citizens of a free society.

(4) What is the Value of Service to Society?

Millions of dollars of volunteer time can be provided by young people taking part in school programs offered as classes and after school activities. Adult volunteers, working with our youth and serving as role models, can contribute millions of additional dollars worth of service. Modest financial incentives can encourage the creation of service programs involving youth as the "muscle" to solve continuing school and community problems.

School-based programs create adults who actively support society and a society which actively supports our schools. They provide us with citizens confident in their abilities, aware of their responsibilities, and compassionate toward others -- the cornerstone of a healthy, prosperous nation.

(5) What is the Value of Service to Youth?

Our experience as well as other research demonstrates that service programs stimulate intellectual development and academic achievement by increasing motivation, providing a learning style different from traditional school, stimulating greater retention and helping students learn higher order reasoning/problem-solving skills. Youth community service programs have a powerful impact on students from all socio-economic groups. They build self-esteem, teach leadership and organizational skills, develop a strong sense of community as well as responsibility, social bonding, and improved relationships with peers and with adults.

In addition to providing useful service, research shows that the provider develops a strong commitment to service and the skills needed to function effectively in the community.

(6) What are the Characteristics of Effective Programs?

Not all service programs are effective. Research conducted by Diane Hedin and Dan Conrad from the Center for Youth Development and Research, University of Minnesota, concludes that there are six essential elements to effective community service programs:

1. Community service must meet genuine needs, involve tasks which both the students and the community deem worthwhile;
2. Community service must have real consequences, where others must be dependent on the students' actions;
3. Community service must present significant challenges, placing students in new roles, in new environments, calling on new skills in situations that stretch their thinking both cognitively and ethically;
4. Community service must require significant personal responsibility and decision-making, where the students are in a real sense "in charge;"
5. Community service must involve collaborative effort with adults and/or peers;
6. Community service must provide systematic reflection on their experiences, including extensive and ongoing discussion and written analysis.

National Activity

During the past five years, we have witnessed a dramatic increase of interest in school-based service. We have received hundreds of requests for program information. Since our direct interest is in encouraging growth of the K-12 school-based sector, we are working with a number of program sponsors to create a national communications network for this important group. With a small grant from the Ford Foundation, we publish a national newsletter for K-12 school-based programs to use for sharing information and ideas.

We also enthusiastically support the Bush initiative and the proposal by Senator Kennedy and his "Serve America" legislation. We endorse and work with the conservation corps and colleges. All American young people are an important resource and should have the chance to help meet our nation's needs.

We endorse the intent of the Title IV of S.650 which calls for the design of a comprehensive federal service strategy. We also urge you to examine existing legislation now being considered for authorization such as the Vocational Education Act and the Job Training and Partnership Act and include enabling language that will make youth service part of those programs. Pennsylvania, under the leadership of Harris Wofford and John Briscoe, has already shown that creative leadership can make a difference in the use of Title II, B, Summer Youth employment money under the JTPA, but this committee must institutionalize service as appropriate for use of existing dollars.

Last year community service was included in the reauthorization of Chapter II of the Education and Secondary Education Act. Chapter II should also include language which encourages service for all students, kindergarten through twelfth grade.

Other legislation being considered such as the Panetta Bill #HR717, which would support part-time programs with a portion of appropriated funds, should be approved this year as a part of a comprehensive effort to stimulate service for youth.

Youth service should become an explicit but integrated part of all appropriate federal programs. It can help teach basic skills including language; it socializes young people in mainstream American values; and it is a theme which should be emphasized throughout American life and encouraged whenever possible by government at all levels.

All American young people should and can help meet vital needs in human and environmental services. Every student who wishes to serve should have the chance to do so.

Constitutional Rights Foundation
601 South Kinsgley Drive
Los Angeles, CA 90005
(213) 487-5590

June, 1989

Chairman **Martinez**. Mr. Clark?

Mr. **Clark**. Yes?

Chairman **Martinez**. Before you do that, the Chair is going to exercise a prerogative here. We have a fellow colleague with us who would like to introduce his Massachusetts constituency, and he probably has a hectic schedule, as all of us do, so I am going to ask Mr. Jones to move over to where this young lady is on this side, and then would the young lady come over to the other side? Could we separate that chair where the young lady is going to sit, a little bit, to allow Mr. Neal.

Congressman Neal, we welcome you to the committee. We would like to give you the opportunity to introduce your constituency at this time.

Mr. **Neal**. Thank you, Mr. Chairman, and distinguished members of the committee for the gracious manner in which you have received us this morning.

My role here is to introduce three of the principle reasons for the success of Community Service Learning in the city of Springfield.

As you probably know, Bill Ford and I are sponsors of H.R. 2591, which is the House version of Senator Kennedy's Serve America legislation. In some measure, we can make the argument this morning that what has happened nationally has been modelled after a program that we inaugurated in the City of Springfield while I was mayor.

Community Service Learning in the City of Springfield takes place from kindergarten through the twelfth grade. Programs of this magnitude, however, only succeed with enormous enthusiasm from the staff.

The administration, the teachers, and the students have made this, in my judgment, one of the most outstanding initiatives that has taken place in the City of Springfield in many, many years.

Carol Kinsley, who was a founder of the program; Michelle White, who has done extraordinary work as a teacher in the Springfield Public Schools, and Sandra O'Strander, who is one of the reasons that the program is so successful.

They are among us this morning to point out the "highs" because there have been no "lows" in this initiative. I am very confident that in this session of the Congress, that, at least from the House side, some version of community service learning will be approved. Certainly, the President, while he has a different version, and Mr. Smith of Vermont, have demonstrated extraordinary interest in this initiative as well.

I believe that in this Congress, there is going to be some sort of legislation supporting community service learning, and, with that, I thank you for the generosity of your time, Mr. Chairman.

Chairman **Martinez**. Thank you, Congressman Neal. With that, we will return, then, to Mr. Jones.

Mr. **Jones**. First, sir, I would like to thank you for letting me have this opportunity——

Chairman **Martinez**. Oh, excuse me, Mr. Jones. You had started to introduce him. Would you like to do that?

Mr. **Clark**. I was going to add to what I said, that Michael was involved for several years in our community service program at Fremont High School. He graduated last year. Our program has become a tradition in his family. He may mention that in his statement.

He presently works for Pep Boys, which those of us from California know to be a very well-known auto supply organization in Southern California.

I might say publicly, and thanks to Michael, that he comes from a very difficult part of Los Angeles and a very tough high school, and Michael single-handedly kept our community service program going at his high school, which is the reason we selected him to come here today.

Michael?

Mr. JONES. First of all, I would like to thank you, sir, for letting me having this opportunity to speak, and to all of the committee, and all of the rest of the members of the House.

My speech is on the Impact of Youth Service.

Hi, my name is Michael Jones. I graduated from Fremont High School last year in Los Angeles. For two and a half years, I was a member of Fremont's Youth Community Service, YCS, a program sponsored by the Constitutional Rights Foundation.

I joined because I heard how YCS helps people, and, most of all, our schools and communities. In my community, kids drop out of school because things in the family go wrong. I have seen kids—even my friends—get involved with gangs and drugs. This leads no where, except maybe death or jail. There is no life, no future, a life time of suffering.

I think drugs and gangs are a waste of time. We have to offer kids something else instead. Community Service can help students feel good about themselves, by keeping them active in school. YCS is taking a big step to help students get away from gang-bangers.

I brought my friend, Sam, into the program. Sam was on the verge of joining a gang. He did not. I talked him into joining YCS instead, which he did, until he transferred into another school.

Volunteering is the way to find out what is in the community and to do something about it. When I joined YCS, there were few members. This made me frustrated because there are so many students at Fremont High. I realized that having a few members is not bad at all. More important, is that they are willing to get out and help someone in the community less fortunate than ourselves.

As a new YCS member, I was nervous about speaking in front of a group. Slowly I began to share my ideas, and in my senior year, I was selected president of our YCS group.

YCS gave me the opportunities to learn and practice skills I did not do in my classrooms. I learned about leadership and cooperation, how to organize, plan, and run meetings, make and follow agendas, how to publicize events, recruit volunteers, being creative, and solving problems.

I found out about what my community needs and how to make things happen. As President of the group, the message I tried to get across at our YCS meetings is to have commitments. This is very important, especially when you try to accomplish your goal in life.

Having a goal is useless unless you have commitments to follow through and be competent that you will succeed.

I wanted to get as many students to join as possible, so we could expand and do more projects. As the weeks went by, I saw more members. We reached out to more students and encouraged them to join us.

We brought Black and Hispanic youth together. We learned about teamwork. As a group, we studied the community to find out what needed to be done. Volunteer projects I have participated in and helped start, include: Campus beautification, helping with student elections, assisting the impact in their anti-drug campaign by selling "Say No to Drug" buttons, hosting as a speaker for the DARE Program, organizing a school-wide food drive with over 300 students donating food cans, painting out graffiti during wipe-out weekend, which involved 1,000 kids through out Los Angeles.

Handing out water to runners at the LA Marathon; playing beat ball with the blind children from the Braille Institute; collecting clothing for the homeless.

These activities were, at the same time, fun and educational. I especially like playing with blind children. It was an opportunity to experience the good feeling that comes from deep inside the heart.

We learned that service sometimes involves taking risks. During wipe-out weekend, 20 Fremont YCS volunteers painted out graffiti. Many students were afraid to paint because of the gang members. Many students did not even want to paint across the street from their own schools. Some of us painted anyway. I felt sad for those who were too scared to paint, but I understood.

YCS introduced me to all kinds of people from different backgrounds, religion, and color. I made friends through YCS. More schools should have community service programs so students can learn what I learned. Kids have a rough time up there. I see it daily where I live. They need programs like YCS. Schools need a lot of activities to keep kids off the streets.

Teachers need to let kids know they care, and that they are really loved. Since high school graduation, I have been working at Pep Boys Auto Parts Store, stocking auto parts and saving up to buy a car, because I don't have one.

I am interested in electronics, and would like to some day work for ITT or Rockwell. I still volunteer. I have taken ideas from my YCS experience, and planning projects through my church where I am an active volunteer.

I am also a member in United Posse, a positive neighborhood group. Recently, I joined the YCS Alumni Association, where I will assist with conferences, leaderships, retreats, and helping Fremont YCS groups during the next school year.

My activities at Fremont inspired by sister, Terry, to join. She has been active for three years, serving as president this last year. My brother will start at Fremont next year, and will most likely join YCS, too.

I can say Youth Community Service has developed my desire to involve myself more with the community. I try to teach myself to care and to help others. I feel good helping people out, and now I know that I have faith in the young people, and the young people can make changes for the better.

YCS shows you the need for people to unite to help our schools and communities. If we do unite, there is nothing that cannot be accomplished. YCS teaches each member to be concerned with the world of today and to make it a better place for the next generation.

[The prepared statement of Michael Jones follows:]

STATEMENT OF

MICHAEL JONES, FREMONT HIGH SCHOOL GRADUATE

PARTICIPANT IN YOUTH COMMUNITY SERVICE,
A PROGRAM OF THE CONSTITUTIONAL RIGHTS FOUNDATION

LOS ANGELES, CALIFORNIA

ON

YOUTH SERVICE IN AMERICA

Hearings Before

COMMITTEE ON EDUCATION AND LABOR

HONORABLE AUGUSTUS HAWKINS, CHAIRMAN

JUNE 28, 1989

Statement of Mr. Michael Jones, Student Volunteer, Graduate of Fremont High School, Constitutional Rights Foundation, Los Angeles, California

The Impact of Youth Service

Hi! My name is Michael Jones. I graduated from Fremont High School in Los Angeles last year. For two and a half years I was a member of Fremont's Youth Community Service (YCS), a program sponsored by the Constitutional Rights Foundation. I joined because I heard how YCS helps people and most of all our school and community.

In my community, kids drop out of school because things in the family go wrong. I've seen kids, even my friends, get involved with gang-bangers and drugs. This leads nowhere - except maybe death or jail. There is no life, no future - a lifetime of suffering. I think drugs and gangs are a waste of time. We have to offer kids something else instead.

Community service can help students feel good about themselves by keeping them active in school. YCS is taking a big step to help students get away from gang bangers. I brought my friend Sam into the program. Sam was on the verge of joining a gang. He didn't. I talked him into joining YCS instead, which he did until he transferred to another school. Volunteering is the way to find out what's in the community, and to do something about it.

When I joined YCS there were few members. This made me frustrated because there are so many students at Fremont High. I realized that having few members isn't bad at all. More important is that they are willing to get out and help someone in the community - those less fortunate than ourselves.

As a new YCS member I was nervous about speaking in front of a group. Slowly I began to share my ideas and in my senior year I was elected president of our YCS group. YCS gave me opportunities to learn and practice skills I didn't do in my classes. I learned about leadership and cooperation, how to organize, plan and run meetings, make and follow an agenda, how to publicize events, recruit volunteers, being creative and solving problems. I speak better now. I found out about what my community needs and how to make things happen.

As president of the group, the message I tried to get across at our YCS meetings is to have commitment. This is very important especially when you try to accomplish your goals in life. Having a goal is useless unless you have commitment to follow through and be confident you will accomplish it.

I wanted to get as many students to join as possible so we could expand and do more projects. As the weeks went by I saw more members. We reached out to more students and encouraged them to join us. We brought Black and Hispanic youth together. We learned about teamwork.

As a group, we studied the community to find out what needed to be done. Volunteer projects I participated in and helped start include:

* Campus beautification projects

* Helping with student elections

- Assisting the Impact program in their anti-drug campaign by selling "Say No to Drugs" buttons
- Hosting a speaker from the DARE Program
- Organizing a school-wide food drive with over 300 students donating food cans
- Painting out graffiti during Wipe-Out-Weekend, which involved 1,000 kids throughout Los Angeles
- Handing out water to runners at the L.A. Marathon
- Playing Beep-Ball with blind children from the Braille Institute on weekends
- Collecting clothing for the homeless.

These activities were at the same time fun and educational. I especially liked playing baseball with blind children; it was an opportunity to experience the good feelings that come from deep inside the heart.

We learned that service sometimes involves taking risks. During Wipe-Out-Weekend, 20 Fremont YCS volunteers painted out graffiti. Many students were afraid to paint because of the gang members. Many students did not even want to paint across the street from the school. Some of us painted anyway. I felt sad for those who were too scared to paint, but I understood.

YCS introduced me to all kinds of people from different backgrounds, religions, and colors. I made friends through YCS.

More schools should have community service programs so students can learn what I learned. Kids have a rough time out there. I see it daily where I live. They need programs like YCS. Schools need a lot of activities to keep kids off the streets.

Teachers need to let kids know they care, and that they are really loved.

Since high school graduation, I have been working at Pep Boys auto store, stocking auto parts and saving up to buy a car, because I don't have one. I am interested in electronics and would like to someday work for ITT or Rockwell.

I still volunteer. I have taken ideas from my YCS experience of initiating and planning projects to my church where I am an active volunteer. I am also a member in United Posse, a positive neighborhood group. Recently, I joined the YCS Alumni Association where I will assist with conferences, leadership retreats, and helping Fremont's YCS group during next school year.

My YCS activities at Fremont inspired my sister Terry to join. She has been active for 3 years, serving as president this last year. My brother will start at Fremont next year and will most likely join YCS, too.

I can say Youth Community Service has developed my desire to enroll myself more with the community. I try to teach myself to care and to help others. I feel good helping people out. Now I have faith in myself and that young people can make changes for the better.

YCS shows you the need for people to unite to help our schools and community. If we do unite, there is nothing that cannot be accomplished. YCS teaches each member to be concerned with the world of today and to make it a better place for the next generation to come.

Chairman **Martinez**. Thank you, Mr. Jones. Let us then go to Carol Kinsley.

Ms. **Kinsley**. Thank you Congressman Martinez, Congressman Neal, thank you, and the staff.

It is definitely a privilege to be here today to present testimony about Community Service Learning, which has become very much a part of our lives in Springfield in the last year and a half.

We have really worked together as a team in Springfield, putting together Community Service Learning. administrators, teachers, and children, as Congressman Neal has indicated, have put together a process whereby children learn about community service as part of the educational program. We have been able to truly integrate community service into the curriculum areas.

You heard earlier Mr. Shanker talk about the possibility of doing things like this. We have had the opportunity to do it in Springfield, and it has worked in incredible ways.

I would like to thank Congressman Neal for initiating this program, and also to recognize what he saw was needed before other people saw this as part of a national movement.

He saw that our students needed to gain a stronger sense of citizenship and responsibility, and he recognized the need could be met by involving students. You have heard this testimony, but we began talking about this in Springfield in 1986, I believe it was.

As a young person, he had been inspired by President Kennedy, and he believed the new generation of youth needed to have that opportunity to become involved in service. He provided strong leadership for the effort in Springfield, and our nation is fortunate now to have him here in Washington, providing leadership on a national basis.

One of the first things that we did in Springfield, to develop our Community Service Program, was to develop a mission statement, which really has driven the program. I would like to insert this testimony, because I think it does have many of the aspects of the goals and objectives of what a community service learning program can do.

The program in Springfield is developed to have students develop an awareness, understanding, and appreciation of community, the value of citizenship, and the responsibilities of the individual to help others benefitting the community.

In all of our efforts, clearly, the purpose is to encourage in all students a lifetime of applying habits to strengthen the community, and enrich lives of all of its members.

We asked an 11-year-old boy recently if he thought elementary students should participate in community service, and his clear, simple response became a text for our program. What he said he was, "Yes, if you begin service when you are young, it will become a habit."

We read about that in a lot of the literature that is out on community service—the habit of the heart, the habits that can be developed, and here a young person felt that and said that spontaneously.

In Springfield, as I said, the program is really part of the curriculum areas. We have done things such as expand existing service programs, such as the canned food drives, which you probably all remember participating in when you were youth.

What we are doing is, acknowledging the students' effort, and providing them with a sense of meaning and understanding of what they are doing. Really, it is helping students learn by doing, connecting, learning with what they are doing.

We have lots of outstanding principals, but one of them, Virginia Anderson, is the principal of Chestnut Street Junior High School. Her observation about community service—she runs her program as a middle school concept, and what she said is, "I think what community service learning has done for us is tied together all those things we wanted to teach our children about caring for each other, about a sense of belonging in their school and community. It brings in the students' own sense of history and develops a sense of ownership, responsibility for our building and community, and eventually our country."

Unexpectedly, one of the things about community service learning is, you do not always know what the outcome is going to be when you begin a project, and the same thing is true about the entire program.

Unexpectedly, Community Service Learning has found itself at the center of defining a way to restructure the way learning takes place. Jim Kelsmyer, in the State of Minnesota, calls it the "Trojan Horse."

What it really means is, rather than passive classroom learning, we provide active engagement to take place, and the theme or the activity is the service, then the curriculum areas all can play a part.

Students learn content area and skill-building through their activities.

An example is, I think, thousands of letters have been written in the Springfield Public Schools this year as part of the writing process, as part of the language art program; that they have been written to people, asking for food for the homeless; they have been written to elderly people, sharing their thoughts and ideas.

One class wrote their memories of their childhood, and people from the Jewish Nursing Home received the same assignment, and they came together and shared them.

The writing process has been a very, very important part of Community Service Learning.

In mathematics, students with the food drives have developed graphs and wall charts to track what they have done, so, again, they have reinforced some of the math skills that they have done.

One of the most exciting things that we have had happen this year—and it just was completed—is, a group of eight teachers and I put together resource activity units around themes, such as the elderly, safety, environment, homeless, hungry, and citizenship.

These units will demonstrate to other teachers, how service learning experiences bring the various curriculum areas together to produce activity learning engaging students in learning.

What we have found is it enables teachers, it empowers teachers. We have heard teachers say that over and over again. As they become involved in service projects, they demonstrate leadership capabilities in the development of the activity learning projects.

They have seen the value of helping students become involved and connecting meaning to what they are learning.

It also builds community. We have heard about the at-risk students, who need support. This helped them. It builds within the schools, the neighborhoods, and cities.

This year, we have had over 49 organizations that have become part of our Community Service Learning Program. It builds self-esteem among students. Students who accomplish a task for others feel better about themselves.

A recent survey conducted by the research department in our school system indicated that teachers are extremely positive about what Community Service Learning does.

Comments include: "Children have come to learn there is a world outside their own. Doing is the most effective way to learn about citizenship."

Students have said, "What I liked was the feeling I had when I saw the good things we had done."

Based on the need, the potential impact on education, and the results of Community Service Learning, I urge and encourage this committee to forward Community Service legislation to the House of Representatives.

The 60 million students in the country will benefit, and ultimately we all benefit.

I want to thank you very much for the honor and privilege of participating in this testimony today.

Thank you.

[The prepared statement of Carol Kinsley follows:]

Statement of Carol Kinsley
Supervisor, Community Service Learning
Springfield Public Schools
Springfield, Massachusetts

Submitted to the Education and Labor Committee
of the House of Representatives

In support of House Bill 2591

June 28, 1989

My name is Carol Kinsley, the supervisor of Community Service Learning in the Springfield Public Schools in Springfield, Massachusetts. I am pleased to have the opportunity to present testimony for the House Bill 2591 and want to thank the members of Congress for inviting me here.

During the past year and a half, I have been responsible for planning and coordinating community service learning in Springfield's forty schools, serving some 23,000 students. We are an urban school system, the second largest in Massachusetts, with a school population of 60% minority and 40% white. Working together, with dozens of administrators, teachers, and students, a process has developed for students kindergarten through twelve, to become more involved in their home, school, and community, serving others. My time spent in this position has been the most enriching period in my career, as I have seen the amazing results that can take place when young people begin to reach out beyond themselves to others. My testimony is based on "being there" and seeing the effect of community service learning on young people.

The Springfield program was initiated by Congressman Richard E. Neal, then, the Mayor of Springfield. He recognized, be... the movement gained national recognition, that our students needed to gain a stronger sense of citizenship and responsibility; and he recognized that this need could be by involving students in the community. As a young person, he had been inspired by Pre...ent Kennedy; and he belie the new generation of youth needed to have the opportun o become involved in service. He provided strong leader p for the effort in Springfield, and our nation is fo ate to have him providing leadership on a national leve..

The inte of the Community Service Learning Program in Springfield i. to develop in students an awareness, understanding and appreciation of community, the value of citizenship, the responsibilities of the individual to help others, fiting the community. In all our efforts, clearly, the pose is to encourage in all students a lifetime of ying habits to strengthen the community and enrich lives ll its members.

Recentl eleven year old boy was asked if he felt elementary st ts should participate in community service learning. Hi ear, simple response became a text for us and responds the stated purpose of H.R. 2591. He said, "Yes, if you in service when you are young, it will become a habit." At eleven, the response came from his heart, not from reac Robert Bellah's, Habits of the Heart.

In Sprir ld, each school is asked to conduct service projects by grating community service learning into the

BEST COPY AVAILABLE

curriculum areas. This is done through a practical program of study and community involvement. It expands on the existing service projects such as the canned food and clothing drives which students have been conducting for decades. It acknowledges the students' efforts and provides them with a sense of meaning and understanding. Students become engaged in service activities and learn by doing.

Virginia Anderson, the principal of Chestnut Junior High School, recently observed: "I think what [Community Service Learning] has done for us is tie together all those things we wanted to teach our children about caring for each other, about a sense of belonging in their school and community. It brings in the student's own sense of history and develops a sense of ownership, responsibility for our building and community, and eventually, our country."

What we have done in Springfield is an example of part of a grassroots effort that is emerging in Vermont, Pennsylvania, Washington, Minnesota, Maryland and other states. At the same time, we hear our national leadership, President Bush, Senator Kennedy, and a host of congressmen advocate for youth service. Educational reform leaders are also recommending that students become involved in service activities. The Grant Commission's report, The Forgotten Half and the recent Carnegie Corporation's report, Turning Points: Preparing American Youth for the 21st Century, both recommend student involvement in service. With these reports and other writings, such as Albert Shanker's column on

"Wonderful Ideas" in the January 8, 1989 N.Y. Times suggest that when students become engaged in learning, they become motivated learners.

Unexpectedly, community service learning has found itself at the center of defining a way to re-structure the way learning takes place. Rather than passive classroom learning, it provides a wey for active engagement to take place. The teacher becomes a facilitator of information assuring that academic integrity is occurring and that content area is learned. Teamwork and cooperative learning takes place.

Community service learning provides a way to unify teaching and learning. The concepts, skills, and values learned in reading, language arts, mathematics, social studies, and other subjects can be applied and reinforced with a service project. For example, a traditional non-perishable food drive was expanded to include curriculum areas. In language arts, children wrote letters to their parents about the food drive, wrote stories and poems about good nutrition, wrote reports about good nutrition. In mathematics, students developed a large wall graph to chart the progress of the drive. In music, a special song was written for children to sing. In social studies, classes discussed the PRIDE concepts of good citizenship throughout the project. In health, students attended grade level programs about good nutrition, and students divided the non-perishable food items or food pictures into the four basic food groups. In art, children made collages, mobiles and posters about the drive and good nutrition. They also illustrated stories or poems related to the unit. When the staff person from Open Pantry received the food, he commended the children for their efforts and explained the meaning of giving to the homeless and hungry.

Walter Hoinoski, the teacher, suggested that the learning experience can be used as a teaching unit for continuous learning and identified the ways the community service learning project increased the students' knowledge:

1. awareness of the responsibilities each citizen has to help those in need.
2. the self-esteem of each child was enriched by helping others and accomplishing goals.
3. the children became more aware of good nutrition and the importance of a balanced diet.
4. the feeling of a spirit of cooperation working for a common good permeated the school.
5. the cooperative effort of parents, teachers, students, community agencies and administration were successfully accomplished and documented.

A group of eight teachers and I have just completed a curriculum writing workshop, funded by our business sponsor, Milton Bradley Company. As a result, the school system will have a series of resource activity units based on the themes of environment, safety, elderly, homeless and hungry, and citizenship. The units will demonstrate to other teachers how service learning experiences bring the various curriculum areas together to produce activity learning engaging students in learning and helping gain them gain a sense of self worth by doing for others, bringing a feeling of joy and understanding to the learning experience.

Activity learning is not new, (Ralph Tyler wrote about it in 1949) however, it has been put on the back burner in schools because of pressures from the state and others to produce quantifiable test results. What service learning does is provides a connection with reality and educates the whole person.

Community service learning BUILDS. It enables teachers. As they become involved in service projects, teachers have demonstrated their leadership capabilities in the development of activity learning projects. They have seen the value of helping students become involved in connecting meaning to what they are learning.

It builds community. It builds within the schools, neighborhoods and city. Relationships have developed between citizens' councils and schools; parents and schools; between the elderly and students; between junior high school students and elementary students; among teachers.

It builds self esteem among students. Students who accomplish a task for others feel better about themselves.

A recent survey, conducted by the Research Department in the school system, indicates that teachers are extremely positive about community service learning. Comments include, "Children have come to learn there is a world outside their own." "Doing is the most effective way to learn about citizenship." A sample of student responses in the survey included, "How happy people get when others help them."

"What I liked was the feeling I had when I saw the good things we had done."

Based on the need, the potential impact on education and the results of community service learning, I urge and encourage the Committee on Education and Labor to forward H.R. 2591 to the House of Representatives for passage. The 60 million students in the United States will benefit, and, ultimately, we all benefit.

I want to thank you all for giving me this opportunity to share Springfield's community service learning experience with you.

SPRINGFIELD TOWNSHIP SENIOR HIGH SCHOOL
MONTGOMERY COUNTY

1801 E. PAPER MILL ROAD
ERDENHEIM, PA 19118
PHONE 215-233-6030

Principal
Joseph P. Schwartz, Ed.D.
Assistant Principal
Rosemarie Retacco
Athletic Director
Martin Mersky

June 26, 1989

U.S. House of Representatives
Education and Labor Committee
2181 Rayburn H.O.B.
Washington, D.C. 20515

Attention: Gene Sofer

Dear Members of the Education and Labor Committee:

This is a letter in support of The Service of America Act of 1989. Springfield High School has had a community service program for twenty years. Each year academically eligible seniors are excused from classes for the last three weeks to participate in educational and service projects throughout the community. This year because of our grant from PennSERVE (Pennsylvania's community service agency) we were able to provide students with the opportunity to work with the homeless in Philadelphia.

In cooperation with the Philadelphia Committee for the Homeless at 802 North Broad Street, a team of eight students and one teacher worked each day distributing mail, clothes, food and other supplies to homeless people. In addition to mastering the necessary tasks, the students also learned to communicate with people they might have passed by on the street.

In education today we often speak of "at-risk" students and mean those who are disadvantaged. But students from middle class backgrounds such as students from schools like Springfield High School can also be considered "at-risk." Unless schools devise ways for students to interact with people who come from backgrounds different from their own, the "risk" is that they might never come in contact with them.

Volunteering their time and effort is of benefit to both those who receive the service and those give it. As one of our students said, "Being seventeen I didn't think there was much that I could do about homelessness. Now I know there is." Another said that if the school did not have this program she would not have thought of volunteering, but now that she has done it once she would be more willing to do it again.

How productive it would be if we could devise ways for our students to work with others, students and non-students in productive service to needy people. I have to believe that this would be personally beneficial as well as good for society as a whole.

I have enclosed a copy of the booklet describing the program and its operation. We also have a fifteen-minute videotape that includes footage of the students working at the Philadelphia Committee for the Homeless. If you are interested in having a copy of it, please let me know.

Very truly yours,

Rosemarie Retacco

Rosemarie Retacco, Ed. D.
Assistant Principal

Frederick J. Colvin
Director of the Living and Educational
Experience Program

LIVING EDUCATIONAL EXPERIENCE PROGRAM

SCHOOL DISTRICT OF SPRINGFIELD TOWNSHIP

MONTGOMERY COUNTY, PENNSYLVANIA

Springfield Senior High School
School District of Springfield Township
Montgomery County, Pennsylvania 19118

LIVING EDUCATIONAL EXPERIENCE PROGRAM HANDBOOK

Table of Contents

Purpose 1

Objectives 1

Application Procedures .... 2 - 3

How to Qualify .... 4 - 5

Student Requirements for Remaining in the Program 6

Teacher Sponsor Responsibilities 7

Community Sponsor Responsibilities 8

LEEP Coordinator Responsibilities .... 8 - 9

Directions on How to Write a Proposal 10

Agreement and Application Forms .... Appendix

PROGRAM COORDINATOR: *Mr. Frederick J. Colvin*
Telephone 233-6034
233-6030

PURPOSE

In accordance with the educational philosophy of the Springfield Township school district, the Living Educational Experience Program is established to provide, "a variety of additional activities and experiences through which each student may pursue individual interests and discover his ability for leadership."

The program is designed to give students an insight into the working world by providing the opportunity to use the businesses and non-profit agencies of the community to broaden their education, to learn skills which are integral to a specific industry or service and to develop vocational interest.

OBJECTIVES

1. To provide real work experience that will permit the student to apply skills that have been learned in school.
2. To supplement the formal education of the student with skills that are unique to a particular job.
3. To permit the student to discover and explore vocational interests.
4. To encourage the student to seek involvement in the community.
5. To expand the educational value of the school curriculum through the inclusion of facilities and personnel not available in the high school.
6. To allow the student to participate in an experience which will allow him to use his own judgement and skill.

APPLICATION PROCEDURES FOR ACCEPTANCE INTO THE LIVING EDUCATIONAL EXPERIENCE PROGRAM

1. Three copies of the application and proposal must be completed and turned in to LEEP Coordinator on or before April 21.

2. The application must be signed by the student, the parent, and the community sponsor.

3. The application and attached proposal will be presented to the evaluation committee for approval or rejection.

   The criteria for judging proposals will be:

   a. Must be a valid educational experience, i.e., the student must learn something from the experience. Non-educational experiences will not be accepted.

   b. Must be a bonafide non-paid experience that requires four weeks release time from school.

   c. Must be a proposal substantiated by the student's interests.

4. Upon acceptance into the program, the student and parents will be notified.

5. A letter, together with a copy of the signed application and proposal, will be sent to the community sponsor.

HOW TO QUALIFY FOR THE LIVING EDUCATIONAL EXPERIENCE PROGRAM

1. You must attend the orientation meeting.

2. You must be in the twelfth grade, passing all subjects, and have a 2.0 average.

3. You must find your own community sponsor who agrees to provide a program of sound educational value five hours a day, five days a week, not including lunch, for the four weeks duration of the program. No pay

is permitted.

4. You must have parental permission.

5. You must submit an application and proposal in triplicate as outlined in the LEEP application procedures.

HOW THE PROGRAM WORKS

1. Students of the senior class are given a group orientation and application materials are distributed.

2. Students seek and obtain a community sponsor. LEEP coordinator will have a list of former sponsors and leads which will be furnished selectively to students on an individual basis according to interest and suitability.

3. Student makes formal application. This application together with a proposal stating the reason for undertaking the project, and the activities connected with the project must be submitted in TRIPLICATE to the LEEP committee.

4. Review of all applications will be made; high priority will be given to the educational value of the project.

5. Contact will be made with each community sponsor for final verification and understanding of the project.

6. A list of all accepted students will be published and all teachers will notify the LEEP coordinator if any student on the list is in danger of failing to meet graduation requirements.

7. Parents will be notified.

8. All accepted students will attend a final orientation.

9. At the orientation meeting, students will receive a sign-out sheet which must be signed by all subject and homeroom teachers, librarian, guidance counselor, and nurse indicating approval and verifying that all obligations have been met. These sign-out sheets must be returned to the LEEP coordinator who will then issue each student a packet of information to be given to the community sponsor on the first day of LEEP.

10. The student will be required to report to the school at times and places agreed upon by the faculty sponsor and himself. In addition, the student will keep a DAILY LOG and prepare a WRITTEN REPORT based on his experience.

11. The student will be visited on the project location by the teacher sponsor.

12. On the last day of LEEP the student will present his log and written report to his teacher sponsor.

13. Final evaluation will be made by the teacher sponsor based upon interviews with the student, weekly progress sheets submitted by the community sponsor and the successful completion of all requirements.

STUDENT REQUIREMENTS FOR REMAINING IN THE PROGRAM

1. The student must keep a daily log and prepare a written report.

2. The student will be required to have clothing appropriate for the job.

3. The student must assume full responsibility for being present at the times, dates and places for all meetings, work sessions, seminars and individual conferences designated by the teacher sponsor.

4. The student must be on time and regular in attendance on the job and notify both the employer and LEEP coordinator if he will be absent. In the event of an absence, an absence note signed by the parent must be mailed to the LEEP coordinator.

5. The student must provide his own means of transportation to and from the job site.

6. The student will report problems of any sort, developing because of project, directly to the teacher sponsor or to the program coordinator as soon as possible.

7. The student must attend a final group meeting at a designated time and place to turn in the written report and log in addition to filling in an evaluation form.

8. The student must always be aware that he or she is a representative of Springfield High School and must conduct himself in such a manner as to bring credit to the school.

9. At no time may the student be in the building without authorization.

10. The student must be working the required hours and not receiving any pay.

TEACHER SPONSOR RESPONSIBILITIES

1. Will assist in the task of evaluating student proposals.
2. Will call employers during first week of program to ascertain that student is attending.
3. Will act as a liaison between community sponsor and the school.
4. Will visit each student on project location.
5. Will maintain a file on each student.
6. Will hold meetings with students when necessary.
7. Will keep the coordinator advised of problems with students as they arise.
8. Will notify the LEEP coordinator of the successful completion of a project and make a notation on permanent record card of each assigned student.
9. Will fill in a summary and evaluation form at the end of the program.
10. Will have two days' rleased time in which to make 5 visits per day. Student load will be based on number of visits required and accessibility of location, but will not exceed five vists per day.

CLASSROOM TEACHER RESPONSIBILITIES

1. Notify the coordinator if any student listed for the program is ineligible due to failure in a course or has outstanding obligations.
2. Check the LEEP list against class list to make sure each LEEP senior signs out.

COMMUNITY SPONSOR RESPONSIBILITIES

1. The community sponsor will agree to provide an opportunity for the student which will require five hours a day for five days a week for the duration of the program.

2. The community sponsor will sign a weekly progress sheet provided by Springfield High School. This sheet will indicate attendance, punctuality, comments, etc.

3. The community sponsor will meet with the teacher sponsor at least once during the program.

4. The community sponsor will communicate all absences to the LEEP coordinator.

5. The community sponsor will contact the LEEP coordinator concerning any problems encourtered by or with a student or problems with the program itself.

6. The community sponsor will fill in a final evaluation form on the student and the program.

LEEP COORDINATOR RESPONSIBILITIES

1. Prepare and have printed orientation pamplet and application blanks for distribution at senior assembly.

2. Advise students and answer questions.

3. Evaluate student proposals with help of committee.

4. Publish list of accepted students and notify faculty.

5. Notify parents and students.

6. Hold a meeting of all LEEP students prior to start of projects.

7. Prepare information packet to be sent to community sponsor.

8. Make final decision concerning withdrawal of student from program and notify faculty of any student withdrawn from program immediately.

9. Track down problems and handle difficulties.

10. Assist in visitations to community sponsors.

HOW TO WRITE A LIVING EDUCATIONAL EXPERIENCE PROPOSAL

In order for your application to be condsidered, a proposal of your project must be submitted. This proposal should be neatly typed (3 copies). USE THE FORMS.

1. REASON FOR UNDERTAKING THE PROJECT

   In one to three paragraphs, state your reasons for undertaking the project, and indicate why the project is an important one.

2. ACTIVITIES

   List the activities in which you will be engaged on your project. BE SPECIFIC in telling what you will be doing. If your project includes research, indicate the methods you will use.

3. EDUCATIONAL OUTCOMES

   Indicate how you expect to benefit from the successful completion of your project.

If you need further help with the preparation, you are urged to ask a faculty member for assistance.

Make THREE copies of your proposal and attach one to EACH of the THREE copies of the LEEP application and agreement.

IMPORTANT YOUR APPLICATION, PROPOSAL AND AGREEMENT (THREE COPIES OF EACH DOCUMENT) MUST BE IN THE HANDS OF THE LEEP COORDINATOR ON OR BEFORE APRIL 21.

LEEP PROPOSAL FORM

NAME____ DATE______________

I. REASON FOR UNDERTAKING THE PROJECT

II. ACTIVITIES

III. EXPECTED EDUCATIONAL OUTCOMES

PREPARE THREE COPIES OF THIS PROPOSAL

LEEP APPLICATION

PROGRAM BEGINS: **PROGRAM ENDS:**

Name of Student________________________ Date____________
Please Print

Homeroom and room number____________________

Homeroom Teacher________________________

Home Address____
Street Address

____
City State Zip Code

Home Telephone______________________

Community Spornor____
Please Print the name of the person

Name of Business or Agency__________________________________

Business Address____
Street Address

____
City State Zip Code

Business Telephone_____________________

HOURS OF ATTENDANCE FROM:________________TO:______________
Be Specific -- Give Exact Hours

WORK TIME MUST BE AT LEAST 5 HOURS A DAY,
5 DAYS A WEEK, NOT INCLUDING LUNCH.

MAKE THREE COPIES OF THIS APPLICATION

LEEP AGREEMENT

The student agrees to assume full responsibility for being present at the times, dates and places for all meetings, work sessions, seminars and individual conferences designated by the teacher sponsor.

The student agrees to maintain a diary and notebook summarizing his learning activities and progress.

The student agrees to write a report based on his experience.

The student agrees not to accept pay for any work performed under this program.

The community sponsor agrees to confer with the teacher sponsor or other school officials concerning the progress of the student and the evaluation of the work and performance.

The community sponsor agrees to fill in a final evaluation sheet on the student.

The parent agrees to provide necessary transportation.

The parent agrees to relieve the school of the responsibility for accidents which occur off the school premises.

This agreement may be modified by the mutual written consent of the sponsors and student.

Failure to adhere to this agreement will be considered a breach of good faith and grounds for termination of the agreement. If the student fails to fulfill the terms of the agreement, he will be expected to return to regular classes, make up the work missed, and be responsible for taking appropriate examinations.

SIGNATURES:

STUDENT______________________________DATE____________
PARENT OR GUARDIAN___________________DATE____________
COMMUNITY SPONSOR____________________DATE____________
LEEP COORDINATOR_____________________DATE____________

HAVE THREE COPIES OF THIS AGREEMENT SIGNED

Chairman **Martinez**. Thank you, Ms. Kinsley. Ms. White?

Ms. **Kinsley**. Before I close, I want to share with you a poster that a fourth grader and her family designed, and then we had printed, courtesy of Milton-Bradley, our sponsoring company, which shows Community Service Learning depicted.

Of course, it is in the form of a flag, but it has the symbols of all the different kinds of things that students can do in service.

It says, "Helping hands, touching hearts, feed the hungry, house the homeless, clean the air and the water, stop crimes and drugs, love and peace for all people together."

We will leave that with you, and others as well for people who are interested in having them, and also brochures describing our program.

Chairman **Martinez**. Thank you very much.

Ms. **Kinsley**. Yes.

Chairman **Martinez**. It sounds like a great poster for national service.

Ms. **Kinsley**. It is wonderful, and the fact that a student and her family did it together, I think is very special.

Ms. **White**. It is quite an honor for me to be here, representing the teachers of the world. Most of my teachers would consider this a miracle, because I was the kid who sat in the back of the room and never raised by hand because I did not have the confidence.

What has happened for me, being involved in community service for the past year and a half—and I have to thank Congressman Neal for this, because he has given me the courage to speak out for what works for children in the classroom, and I am very happy to say that to you people in the education committee, because you need to hear it.

We have to do some things in our classrooms that keep children in school.

I have listened to a lot of people talk about dropouts. We see the statistics of when the kids actually walk out the door, because they are of age. We are losing our children in kindergarten and in first grade. They cannot drop out. They have to stay in the classrooms.

Some classrooms are very stimulating and exciting, and some classrooms really need more hands-on activities. That is what Community Service Learning provides for the children in our country—hands-on activities, relevant to what they need to learn in life.

It brings life into the classroom, children respond to it in a way that has been incredible for me to see as a teacher.

I thought it was okay for me to sit in my classroom and do wonderful things with my children—and it was. But when I had the opportunity to be a resource teacher and to go to all of the elementary schools in the City of Springfield, Massachusetts, there are so many children out there who need to have the same opportunity.

Our kids, kindergarten on up, and, of course, before that, but especially when they get to school, if they are just given the opportunity to be nice to somebody else, they will do it, because they are born naturally caring.

We have to give them that opportunity in our classrooms. We just cannot sit them down and say, "Open to page 45," and expect them to learn. It is not working. Our kids are telling us that when they drop out of school, when they commit suicide at 12 years old, when we have children having children. We have to take a look at how we are educating them, and what kinds of activities we are providing for them at school.

I have to respond to the untapped—in fact, I read the bill on the way in this morning, and I have to congratulate Carol Kinsley, because I realized what a phenomenal job she has done, putting this program together so that it actually works in the public schools, kindergarten through 12th grade. Please come to Springfield, Massachusetts, because it does work.

She is an incredible woman, and I told her that, because all year long, working together, I do okay speaking, but Carol says, "Michelle, we've got to write it." I said, "Carol, I can't write it. This is about taking action and doing things that work. Elementary school teachers do not have time to write it, they just do it."

On the way in this morning, I saw the value of the written word, and I had to thank her for that. She is an inspiration to me, just as Congressman Neal is an inspiration to me as a teacher. What a challenge he has given to me as a teacher, as far as community service goes, and just getting kids involved in education.

We have to provide role models for our children. Do you want your kids to go into teaching? Put good teachers in front of them in the classroom. All this untapped—I wish I could remember what you said—the untapped resources we have available in our children. Never mind in our children. We have wonderful, creative, dynamic teachers, who should not be doing paper work. They should be engaging kids in activities that work for them.

Mr. Sopher and I had this conversation one time about too much paper work. He asked me if the Federal Government should fund community service in the schools, and he said, "You'll have to have accountability, and you'll have to do all these other volumes of things," and my mind went, "Oh, my gosh, I know what that means to a teacher. More paper work." So I said, "Absolutely, but send the secretaries along to do it so the teachers can work with the kids and involve them in learning, never mind writing papers." I know the value of the written word now.

Self-esteem. There is no way I can describe to you what happened at the school I taught at last year, which was 83 percent Hispanic—89 percent minority. All I kept hearing was, "They can't do it. These kids are going home to terrible homes. There is graffiti, there is mess." Congressman Neal even told me—we had a parade right down one of the side streets, and he said, "I never thought I'd see it in this area."

I heard so many times that they can't do it. I said, "Give them a break." If we change our attitude about what our children can do and give them the opportunity to do it, they will shine. I don't care how old they are. I am talking to you people right here. It's not about age. It's about what's in your heart and what you want to accomplish.

Michael, I have to commend you, because if you are the only person in your class who continued that program, it only takes one person to take the leadership role, and to stand up for what they believe works, so don't ever stop doing that.

That is the kind of attitude we need to instill in our kids. Community Service Learning does it. It focuses on positive things, it invites the community into the classroom. At Lincoln School, we did not have a PTO, we hardly had anything there, and we worked very hard.

Fortunately, what we did have was wonderful teachers, who were willing just to get back in there and keep doing things with the children.

Half way through our project last year, the president of the Citizen's Council came to our school because he heard that wonderful things were happening there. That is how you get people to come into school, in a non-threatening way. Somebody said, "Community Service was threatening." Or maybe I heard that wrong.

At the end of our project last year, we had 46 people join up for the PTA, which was unheard of. This year, they had 90-something, which is doubled. That is how you get people into the schools in a non-threatening way. Provide activities that are fun and that welcome people to work together as a community.

It brings life back to the classroom, as I said. It encourages kids to work together as a team, and be part of the solution. Like Todd said, instead of part of the problem, our children are capable of doing it, and we have to provide them the opportunities to do it.

I will just say one more thing, because it is probably time is up for me.

What we have been doing in the elementary schools, and you probably do it many places around the country. I am just going to take the canned food drive for an example.

Usually, this is the way it used to be. You say, "Bring in the can of food," and the kids would bring in the can of food, if they could. They had no idea what they were doing. The cans of food would be there, piled up in the halls, and the kids didn't know where they were going, and who was going to eat it.

This is where the community service comes in. When you ask them to bring in food for the food drive, then you teach them who is going to eat the food, or what is going to happen to it, or what are the places in your area that can use the food.

Then you actually let the children give the food to the people. You can do it two ways. You take them to the shelter, or you can invite the people from the shelter into the schools to thank the children, acknowledge the children. Let them see that what they are doing, that caring is okay. That is how you build self-esteem in children. At least, that is one way that we know works in Springfield.

After the children give the food, you talk about it in the classroom. What did they experience as they saw these people, or as they gave them the food? That is when you internalize it, that is when our learning becomes valuable to children. Please believe me, if you are nice to children, you get back what you put out with kids. You get back what you put out.

Every teacher, and everyone who is involved with children really needs to remember that, because they will do anything for you, if you encourage them and support them, and praise them, and acknowledge them, and give them opportunities to be givers, they will do it.

Then we don't have to spend billions of dollars on programs to fix things up. If we start when kids come to school in kindergarten, and instill, and they feel this in their heart, the values are there, we won't have—I really do not think we will have all the fix-it programs.

We have the kids there. They are a captive audience, all day. If we do good things in our classrooms, this world is going to change, and we won't have to spend a lot of money doing things to repair it.

Thank you very much. It has absolutely been an honor to be here.

[The prepared statement of Michelle Lazarchick White follows:]

Statement of Michele Lazarchick White
Resource Teacher, Community Service Learning
Springfield Public Schools
Springfield, Massachusetts

Submitted to the Education and Labor Committee
of the House of Representatives

In support of House Bill 2591

June 28, 1989

My name is Michele Lazarchick White and I am a teacher in the Springfield Public Schools in Springfield, Massachusetts. I am honored and grateful to have the opportunity to present testimony here today.

As a teacher I believe it is my responsibility to engage the students I work with in learning experiences that matter. Children must be offered opportunities to develop attributes such as integrity, responsibility and caring for others. In having a sense of purpose, there is a sense of knowing who you are!

During the past year and a half, I have been involved with the Community Service Learning program in our school system. First, as an elementary classroom teacher acting as building representative to coordinate service activities within my school. And then, as a Resource Teacher servicing the 30 elementary schools in our system. An exciting and rewarding challenge! One that I would wish for every teacher. I have had the opportunity to work with dynamic and dedicated teachers, enthusiastic children, thirsting for knowledge, and administrators who have the huge responsibility of getting it all to work in a way that best serves our children. An awesome task! What I learned from the start is that it takes teamwork, sharing of ideas and support and encouragement to create a positive atmosphere within our classrooms that allows all of our children to learn and experience success.

What I have seen and experienced as a Community Service teacher is a way to bring life to the classroom. Children and teachers working together to make what we are teaching in school relevant to real life. When Congressman Richard E. Neal, then, the Mayor of Springfield, vigorously suggested that our schools implement Community Service as part of the curriculum--I wondered--what more can a teacher do! But the challenge was once again accepted and the results are outstanding!

Community Service Learning provides opportunities for young people (and you) to view themselves as contributors to society. Good citizenship traits become part of a person through action. Young people can develop self worth, significance, dignity and responsibility as they become committed to the positive values of helping and caring about others.

Community Service offers students a chance to discover, develop and display their own unique talents and skills. We all have them, and we must be encouraged to express and act on the very best that is in us. Community Service offers all of our children the opportunity to succeed.

Community Service, as it is integrated into the curriculum, offers all of us the opportunity to work together as a team to solve problems in some cases, before they occur. The focus is on taking positive action to build community within the school and extending it beyond in a much more meaningful way. Some people never dare to think that Community Service is FUN! It allows us to experience and internalize the joy of significant participation in the world. There is nothing more motivating than that!

Community Service has something to offer all of us and that is why it is crucial that we offer it to our children as soon as they enter school. For some children it will be the most meaningful experience of their life--for some teachers it will empower and enable them to take a stand for what works in the classroom, for who knows better than a good teacher. For some it will mean engagement in activities that bring us all together in a spirit of cooperation that truly invites us to participate in education in a way that works for each of us.

Community Service Learning offers us an opportunity to renew a sense of pride in ourselves, our schools, our community which in turn creates a better world for all to share.

Thank you Congressman Neal for the opportunity you have given each of us to make citizenship a habit of the heart. I thank you for the personal challenge you have presented to me as a teacher.

I wish to thank all of you for inviting me here today, and I urge you to carefully consider the benefits of involving our schools in Community Service Learning!

Chairman **Martinez**. Thank you, Ms. White.

Just a brief comment before I move to Mr. Owens.

What you are saying, in a sense, is it is easier to educate and motivate than to incarcerate.

Ms. **White**. I will write that down.

Mr. **Martinez**. Mr. Owens?

Mr. **Owens**. Mr. Chairman, I want to apologize to the two members of the panel who have not spoken yet, but I have a very important meeting that I am late for, and I have to leave.

I was trying to wait to acknowledge Ms. Kong, who may not remember me, but I think when she first came to work for the city at HRA, I was a Commissioner in one of the agencies and met her then. It is nice to see Gail Kong.

I also want to state that these two panels—this panel and the previous two people—are among the most inspiring and informative of the many witnesses that we have heard in this effort to review the situation with respect to Youth Service and to prepare for this very important legislation.

I want to thank the members of both panels. I had a couple of questions for Mr. Briscoe and Mr. Geraghty, but I got in too late. You had gone onto the next panel.

I will pose the question for this panel as well as the previous two persons.

That is, we have an agency that was established under President Nixon, called the "ACTION Agency," which is supposed to be an agency to coordinate volunteer services, sponsored by the Federal Government, supported by the Federal Government.

Within the ACTION Agency, there is a very famous program called VISTA—Volunteers In Service To America.

Mr. Briscoe made the revolutionary statement before that we ought to build on what exists already, and he proceeded to give us some examples, but he did not mention either ACTION or VISTA.

I would like for you to consider and respond in writing, if you can, what your impression of ACTION and VISTA is and what role they may play in the future.

As you enumerate your individual efforts that are going on in high schools and various other organizations, it seems to me that a supportive organization at the top, which supported existing efforts, would be very much welcome. Action started out doing that. Action had a large program of discretionary grants that went to volunteer organizations that existed already. Is that obsolete? Does it have a role now?

Also, I would like comments from both groups on the President's proposal to set up a foundation, which would rely very heavily on private donations.

At the Federal level, you have an organization which is going to be soliciting charitable contributions. Is this counterproductive? Does that mean we are competing with the organizations out there already, that are trying to get contributions from the general public and private sector? Or is that good to have the Federal Government go into the business of soliciting from private donors, in order to help facilitate what he calls the thousand points of lights, and what you have been presenting here this morning, I guess the President would consider some of those thousand points of lights.

I do not like the phrase, but we must recognize the fact that there are all of these efforts going forward, which are certainly exemplary, and I would not like to see some massive program of the kind that Senator Nunn is proposing, or even Senator Kennedy is proposing, that ignores the fact that there are so many programs that exist already which are doing a great thing.

I would like your responses to that in writing. Again, I apologize for having to leave, but I want to thank you for being very informative and inspiring.

Chairman **Martinez**. Thank you, Mr. Owens. You have heard the questions, and we will leave the record open so that you might respond to them in writing.

Let me just elaborate on what Mr. Owens is saying as far as the huge bureaucracies and the Federal Government's listing funds rather than local communities soliciting funds on a local basis.

You usurp the local government's ability to control locally and to provide where it is most needed, based on what they see as their definite needs. I think the Federal Government has a role of providing the mechanism by which local communities can themselves initiate action. That is important, as national leaders, that we accept that role and responsibility and do that. I don't think we should be usurping local authorities and local judgments in deciding what is best for their particular communities.

Therefore, I see that our role is much like H.R. 717, as much as designed in yours.

Our bill addresses more the definite age group that does not encompass younger children in elementary schools, but I think that it is never too young to start. I know that some of the lessons that I learned at a very young age, still guide me and I maintain today, and sets a pattern for a lifetime, so I think that is important.

As we receive the testimony, I want you to keep in mind that the purpose of these hearings is to receive that testimony, so how we finally develop that legislation in order to serve and to reach out to the greatest number of people is what we end up doing.

With that, I would like to go to Sandra.

Ms. **O'Strander**. Thank you. My name is Sandra O'Strander, and I just completed fourth grade.

Lincoln School, where I attended, has a great Community Service Learning program, which I think builds good citizens.

Every Friday, some students who have been helpful, get chosen as a good citizen. They receive a surprise at the office, then at the end of the month, all of the good citizens go to a pizza party. This makes students try harder to be a good citizen.

At Lincoln School, we do the following community service activities.

We put together food drives for Prospect Street Shelter, Babies Are Future, Ghundara Center, Jefferson Nash Shelter, and Grey House.

The Director of the Ghundara Center came to Lincoln School for the food. He thanked us and told us how the food would be given out. He also suggested that if any children needed food, they could come and get some.

During art time, the third graders made cards and flower baskets for the elderly at Baste Medical Center. Reaching out to the neighborhood church, the third graders picked up trash at St. Thomas Church.

During English time, the first graders wrote stories to the elderly people in the Baste Medical Center. At Halloween, we learned about fire safety.

For the service project, we made safe treats, which we gave to the children at the neighborhood hospital. A safety patrol was formed as a result of the safety project. It turned into a good citizen patrol, to find students who are doing good things.

These good citizens attended a pizza party at the end of each month. The community became involved by their willingness to donate pizzas. With Our Good Citizen Patrol we encourage to take place in each school.

During art time, the second graders and third graders made Christmas ornaments for the March of Dimes. We gave party favors and treats to Mr. Mays to share with the other firemen. This is our way of thanking them for teaching us about fire safety.

Our Good Citizen Patrols also brought May Day flowers to the Independence House for the elderly. We did all these things with our great teachers' help. This made us very proud, and the people that received these things very happy, especially the elderly people felt happy because most of them are very sick, and probably their children and their children's children moved away. What if you were an elderly person and nobody came to visit you? It would be pretty lonely.

After we delivered the flowers, we received a letter from Independence House. It said: "On behalf of the residents of Independence House, we wanted to thank you for the beautiful May Day flowers. The colors are so bright and cheerful, and they look professional. They are very pretty. There are flowers for sale in the stores not as nearly as lovely as yours. Please come back again." That's the end of the letter.

I am so lucky to be able to go to school like I can. The teachers and the principal are so great. I hope that the law for service is passed so that other children can help others.

You know, it doesn't cost much. All you need is your heart. Reach out and cheer people up.

[The prepared statement of Sandra O'Strander follows:]

Statement of Sandra O'Strander
Former Fourth Grade Student at Lincoln School
Springfield Public Schools
Springfield, Massachusetts

Submitted to the Education and Labor Committee
of the House of Representatives

In support of House Bill 2591

June 28, 1989

BUILDING GOOD CITIZENSHIP THROUGH COMMUNITY SERVICE

My name is Sandra O'Strander and I just completed fourth grade. Lincoln School, where I attended, has a great community service learning program which I think builds good citizens.

Every Friday some students, who have been helpful, get chosen as a good citizen. They receive a surprise at the office. Then, at the end of the month, all the good citizens go to a pizza party. This makes students try harder to be a good citizen.

At Lincoln School, we did the following community service activities:

1. We put together a food drive for: Prospect Street Shelter, Babies Our Future, Gandara Center, Jefferson Ave., Shelter, and the Gray House. The director of Gandara Center came to Lincoln School for the food. He thanked us and told us how the food would be given out. He also suggested that if any children needed food they could come and get some.

2. During art time, the third graders made cards and flower baskets for the elderly in Baystate Medical Center.
3. Reaching out to the neighborhood church, the third graders picked up trash at St. Thomas Church.
4. During language time, the first graders wrote stories to the elderly people in Baystate Medical Center.
5. At Halloween, we learned about safety. For the service project, we made safe treats which we gave to the children at the neighborhood hospital. A safety patrol was formed as a result of the safety project. It turned into a good citizenship patrol to find students who are doing good things. These good citizens attended a pizza party at the end of each month. The community became involved by their willingness to donate pizzas. The idea of the good citizen patrol will be encouraged to take place in each school.
6. During art time, the second graders and third graders made Christmas ornaments for the March of Dimes.
7. We gave party favors and treats to Mr. Mays to share with the other firemon. This was our way of thanking them for teaching us about fire safety.
8. Our good citizen patrols also brought May Day flowers to the Independence House for the elderly. We did all these things with our great teachers' help. This made us very proud and the people that received these things were very happy. Especially the elderly people felt happy because most of them were very sick and probably

their children and their children's children moved away. What if you were an elderly person and nobody came to visit you? It would be pretty lonely. After we delivered the flowers, we received a letter from Independence House. It said, "On behalf of the resident of Independence House, we wanted to thank you for the beautiful May Day flowers. The colors were so bright and cheerful, and they look professional. They are very pretty, there are flowers for sale in stores not as nearly as lovely as yours. Please come back again." That's the end of the letter.

I'm so lucky to be able to go to a school like Lincoln. The teachers and the principal are so great! I hope that the law for service is passed so other children can help others. You know, it doesn't cost much, all you need is HEART!

Chairman **Martinez**. Thank you very much, Ms. O'Strander. Ms. Kong?

Ms. **Kong**. Thank you, Congressman Martinez.

My name is Gail Kong. I am the Executive Director of New York City's Volunteer Corps. It is a full-time service corps. We have 500 corps members, and we were started five years ago by Mayor Koch as a demonstration program.

The purpose of his initial commitment was to test whether or not national service could work in an urban area, and we are most widely known for having experimented in completing human service projects.

I appreciate this opportunity to testify, and I have submitted a longer statement for the record.

The comments that I want to make this morning are in three areas.

First, I want to convince you that young people really need national service or some form of community service to make a transition to a productive adult life. That service must be relevant to the needs of young adults.

Second, while service should start in school, as you have heard this morning, full-time service programs do offer a special opportunity. Something that is distinctly different.

Third, I want to make some comments on President Bush's proposals.

In my 15 years of public service, it seems that everyone has an ample supply of ideas and attitudes about kids, what is wrong with them, what is great about them, how to fix their problems, lest they become a burden to society.

Alyssa is a 19-year-old city volunteer. When she joined our program, she and her baby brother, and her mother were living in a hotel for homeless families. She describes herself as not being very productive at the time.

What does Alyssa need and what do we need from Alyssa? The answers to these questions are inherent in the mission of the City Volunteer Corps and National Service.

Young people, especially those who are falling behind, need an opportunity to make a change. They want to be tested, and they are not sure what they want for their future. They are attracted to the City Volunteer Corps because it is tough, because it is high-spirited, and it tests them.

It instills a sense of responsibility and sacrifice. Everyone wears our uniform, rich or poor. They must successfully complete rigorous residential training, attendance rules for service and school are enforced, and you must be drug-free to join.

Because they often do not know what kind of work they want to do, and because they are not educationally ready, we promise variety in their service projects.

When Alyssa finishes her year of service, she will have vastly increased her experience with different supervisors, travelling beyond the boundaries of her own neighborhood. She will have worked side-by-side with youth from different backgrounds.

At the same time, we do not want Alyssa or any of her peers to postpone education while they are in service, so we have a full range of educational programs, from English as a second language, and Basic Ed, to GED, College Prep, and College Credit-Bearing courses.

Some say National Service would take young people out of the labor force just when we need them the most. Teens in New York City, however, have a labor force participation rate of 25 percent.

Rather than taking them out of the labor force, we think national service holds the promise of reclaiming them.

These then are the things we think Alyssa needs. But leaving her needs aside for a moment, America also has urgent needs.

When you look with an open mind, it will be obvious the National Service can help meet some of those urgent needs, and we do need more from Alyssa, than that she just complete her high school education and be gainfully employed. Providing service is something that we need from Alyssa and her friends.

Since our inception, City Volunteers have given nearly three million hours of service to New Yorkers. We help the frail elderly, tutor children in public schools, as we are teacher aids in day treatment programs for the developmentally disabled; we turn empty lots into community playgrounds, and enhance our public parks with exercise courses and nature trails, so that they can be places for reflection and living more healthful lives in an urban area.

People have expressed doubts that young people can actually provide service of real value. One critic I heard on television actually spluttered that "work cannot be done by children but must be done by highly skilled licensed professionals."

Approaching from the polar opposite direction, others are concerned that youth involved in National Service will displace workers, and we heard a lot about that earlier this morning, especially workers at the lower end of the scale.

So which is it? Can kids get themselves together enough to make a real contribution? If they are making a real contribution, will they displace workers at the fragile end of the lower scale?

Five years of City Volunteer Corps experience are instructive.

The first point I want to make, or observation, is that Barry Feinstein, who is head of Local 237 of the Teamsters Union and a well-known leader in the Labor Movement in New York City, was an original Board member of the City Volunteer Corps, and continues to serve in that important policy-making capacity.

After five years and nearly three million hours of service in what I think everyone would regard as a heavily unioned town, we have yet to receive our first complaint, and we are very optimistic about maintaining that good record.

I should note that many of the service projects that the AFSCME representatives mentioned earlier this morning, are exactly the projects that we involve City Volunteers in.

Projects are also chosen by us so that they teach kids about social issues. We want them to understand the issues that society faces, and we only choose service projects that meet that criteria.

We also do not stay in a service project for more than three months. That is the longest time we will stay.

We do not accept projects—and this is on the side of making a real contribution—unless the receiving agency can give us enough work for a full team of volunteers. We insure that there is a match with the jobs and the skills of the kids. They must train us and provide site supervision.

We have now served more than 400 sponsors in the period of our demonstration, and 92 percent of them give us a positive approval rating.

I do also want to remind the committee members that, throughout the human service fields, we face serious problems in recruiting young people to the work force, and I do hope that our representatives this morning from the public service unions will pay note to this point.

This is another kind of desperate need, something that we need from Alyssa and her friends. The need is evident in the small number of young people who want to be school teachers and social workers, in a nursing shortage that is so severe in New York City that we actively import nurses from the Philippines to supplement our work force.

We are very proud that many of our City Volunteers have chosen careers in public and human service. Alyssa herself is going on to nursing school.

Turning now to Chairman Hawkins' questions. He asked us how we attract at-risk youth. I do not have any research to cite here. I will just tell you what kids tell me.

At-risk youth—and they don't like being called that, by the way—join our program because we have a reputation of being good and being tough. They know it is not a program for dropouts.

I believe they come to us having chosen to make a change, but that having made that choice, doesn't spell success for them. We, the grownups around them, have to be smart enough to help them set realistic goals for themselves, and to keep them challenged.

We need longer-term, intensive programs. If someone is reading four or five grades behind average, we should not expect them to get a GED and a job in four to six months.

For those who might become part of the forgotten half, because they do not complete college, we need to make college more reachable academically and economically.

City Volunteers are entitled to a $5,000 college scholarship after one year of service. We used to require that they go to college full-time. We are finding that this makes college unreachable, both economically and academically, so we are now counseling them individually to develop plans, and we encourage them to go to college part-time.

As a private citizen, I also feel that someone has to get college costs under control. I am reminded of a City Volunteer who came back to visit, and she is now paying $18,000 in tuition per year.

Finally, on the appropriate role of Federal Government. We welcome the opportunity to comment on Congressman Owens' invitation to advise the committee on the role of VISTA and Action, and we will do that in writing at a separate time.

President Bush and Greg Petersmeyer have been insistent on three policy points, which I find disturbing.

First, that his proposal is for a movement and not a program. I have heard reference to not creating a Federal bureaucracy.

Second, in the "true spirit of volunteer work," they propose no bribes or incentives.

Third, the issue called a service, in all sectors, public and private.

For the record, I think no one here is calling for a Federal bureaucracy. Many of us do believe that there is a strong existing network of more than 400 programs that could be strengthened, stabilized and enhanced, with the addition of dedicated Federal funding, and that means that we are not borrowing from someone else's pot, or pretending that we are something that we are not.

What would this Federal funding pay for? Structure is essential to a meaningful volunteer program. Training, service assignments that are well-planned and smoothly executed, feedback and evaluation.

In addition, most volunteer programs do include reimbursement for expenses to insure that all can participate regardless of their family income.

Federal involvement should create program guidelines and develop strategies for program development. It should make technical assistance available to localities, and create a system of awards and recognition.

Mostly, we need bipartisan leadership and Federal financial support for service programs, so that community service and national service are something that we truly value with the nation.

Yes, this will cost some money. I leave it to those more expert than me to decide how much. I suspect programs do cost more money than movements, but I'll bet we can get more accomplished, too.

Shouldn't we get started some time soon, since there is lots of work to get done?

When Alyssa was asked in a television interview if she thought National Service was a good idea, here is what she said. She said: "National Service will get youth involved in the issues that face the nation today, and maybe they will feel like they are a part of things. Maybe they won't feel so alienated and like they don't belong. By providing quality national service, youth can really be a part of the United States history, giving youth today a more positive outlook on the nation's future, and making them feel a little better about themselves in the long run, and," she said, "it will definitely benefit the nation as a whole. Serving in the City Volunteer Corps, I realize that there were things I could do to help my city."

Thank you.

[The prepared statement of Gail M. Kong follows:]

CITY VOLUNTEER CORPS
842 BROADWAY
NEW YORK, NY 10003
212 475 6444

Most Rev. Joseph M. Sullivan
CHAIRMAN OF THE BOARD

Fred Wilpon
VICE CHAIRMAN

BOARD MEMBERS
Joyce Black
William A. Diaz
Gregory Farrell
Barry Feinstein
William Fugazy
Solomon Goodrich
Lawrence Greaser, Jr.
Frank Hernandez
Mary Holloway
Augusta S. Kappner
Larry Lee
Nathan Leventhal
Barbara A. Margolis
Eduardo Perez Mena
Frank A. Moretti
Barbara Nagorski
William E. Phillips
Alan H. Posner
Orlando Rodriguez
Sandra Priest Rose
Edward L. Sadowsky
Pat Koch Thaler

Gail M. Kong
EXECUTIVE DIRECTOR

TESTIMONY

OF

GAIL M. KONG
EXECUTIVE DIRECTOR, CITY VOLUNTEER CORPS
NEW YORK CITY

BEFORE THE

HOUSE COMMITTEE ON EDUCATION AND LABOR
U.S. HOUSE OF REPRESENTATIVES

JUNE 28, 1989

Chairman Hawkins, Chairs and members of the Subcommittees present, my name is Gail Kong. I am the Executive Director of the National Service Corporation for the City of New York, which operates a program called the City Volunteer Corps. Thank you for this opportunity to testify.

Today I will talk about issues relevant to full-time and part-time youth service. We do not operate school-based service programs. Rather than presenting the customary description of our CVC program, I thought it would be more helpful to direct our attention to young Americans and ask ourselves if any of the vast range of programs which have been proposed are at all relevant to them.

In my 15 years of public service, it seems that everyone always has an ample supply of ideas and attitudes about kids, what's wrong with them, what's great about them, how to fix their problems which otherwise will become a burden to society, whether they'll be ready to shoulder the burden when it's their turn to run the country.

I thought talking about a young City Volunteer named Alyssa would inform your deliberations.

Alyssa is 19 years old. When she joined the City Volunteer Corps, she, her baby brother, and her mother were living in a hotel for homeless families. She describes herself as "not being very productive" at the time.

I thought we should think this morning about what Alyssa needs for her future and what we need from Alyssa.

Inherent in the mission of the City Volunteer Corps, which is a model for national service in America's urban areas, are answers to both of those questions: What does Alyssa need for her future? And what do we need from Alyssa?

Let's begin by looking first at any adolescent, since national service should appeal to all our youth. Any adolescent wants respect, to make more personal choices, to take on more responsibility. This is true even though they often are not sure what they want to do with their lives, whether it's choice of a college major or choice of a job.

Urban adolescents are not different in this regard, but there are other things that affect their lives very deeply. Most have education deficits; they're reading well below grade level, may have already dropped out of school altogether. Perhaps most overwhelming is the relentless call to them from the marketplace, the call to buy and have music machines, sneakers, jewelry or drugs.

So what does Alyssa need under these circumstances?

First, she needs a place and a chance to make a change, a structure to make the transition to a productive and thoughtful adult life.

When we promote CVC we talk about making a change or making a difference in your life. We understand adolescents' desire to take on more responsibility and make decisions for themselves, in essence to be tested. We also promote CVC as a program that is not easy and is a challenge.

Young men and women who join the program know that we have required uniforms, a uniform that everyone wears rich or poor. They know that they must successfully complete rigorous residential training, that attendance rules for service and school are enforced and that you must be drug free to join.

Because they often do not know where or what kind of work they want to do, because many are not educationally ready to work, we promise variety. When Alyssa finishes her year of service as a City Volunteer, she will have completed 6 to 8 service projects. She will have vastly increased her experience working in different environments and with different supervisors, and in travelling beyond the boundaries of her own familiar neighborhood, she will have met many other young people from similar and different backgrounds, and worked closely with them to care for the elderly, tutor children, and teach life skills to mentally retarded adults. She'll also have a clearer idea of which work best suits her skills. An independent evaluation by the New York City Comptroller found concrete employment and education gains for City Volunteers.

During this period of service, City Volunteers are not asked to nor expected to postpone their education. We offer a complete range of education programs, from English as a Second Language and Basic Education courses, to GED, college prep and college credit-bearing courses. So service as a City Volunteer is not a substitute for continuing education. In fact, educators tell us that by linking the service experience with classroom work, we achieve higher than average reading gains and GED pass rates. Every Corps member who has served for one year is eligible for a $5,000 college scholarship.

All City Volunteers are assigned to service projects in teams and all of the work is completed for non-profit or public agencies. Teams always include a mix of City Volunteers from different neighborhoods and each team is rotated to projects throughout the City. Each team is supervised by a full-time staff member. Volunteers learn how to work better with one another and they learn about each other's neighborhoods. The CVC experience guarantees that Alyssa will leave with a deeper understanding of her neighbors and that she will know now to travel around when she goes on to college or interviews for that first important job.

dynamics, and a clear priority placed on continuing education, are all things we think Alyssa needs. A study titled The Forgotten Half published by The William T. Grant Foundation Commission on Work, Family and Citizenship, predicted that young adults will have increasing difficulty making the transition to adulthood even with a high school diploma. They argued that enriched programs are crucial for Alyssa and her friends.

"These young people face a series of high hurdles in their search for a rewarding career. Lacking a college credential, they are increasingly locked out of most high-salaried occupations. Moreover, stable, good-paying jobs which do not require advanced training are rapidly disappearing. Between 1979 and 1985, the United States suffered a net loss of 1.7 million manufacturing jobs.

--In 1986, young males ages 20-24 who had high school diplomas and had jobs earned 28 percent less in constant dollars than the comparable group of youth in 1973. The income drop was 24 percent for whites and 44 percent for blacks.

--High school dropouts suffered an even larger income decline. Those 20-24 years old earned 42 percent less in 1986 in constant dollars than the same group in 1973.

--While earning power among working youth has declined, more of these young people also report no earnings. In 1984, 12 percent of all 20-24 year old males said they had no earnings, up from 7.3 percent in 1973."

From another perspective some have argued that the pool of young people is declining and that national service would divert this labor exactly at the time we need them most. This objection ignores the harsh reality of the labor force participation rate for youth, which in New York City is 25%. Young people drop out before even entering the labor market. The problems are at the root of the labor force shortage. National service would not exacerbate the problem by pulling people out of the workforce; rather it would reclaim them.

Leaving Alyssa's needs aside for a moment, our society also has urgent needs.

If we allow ourselves some distance from the youth rescue mentality that is often associated with this program design, you will find that national service can help meet some of those urgent needs. We need more than for Alyssa just to finish high school or to be gainfully employed; providing service is something we need from Alyssa and her generation as well.

Since our inception City Volunteers have given nearly 3 million hours of service to New Yorkers, helping the frail elderly, tutoring children in public schools, as teacher aides in day treatment programs for the developmentally disabled, turning an empty lot into a community playground, enhancing our public parks with exercise courses and nature trails so they can be places for reflection and living more healthful urban lives. This is a uniquely urban agenda.

During this most recent public debate, some have expressed doubts that young people can provide service of real value. One critic spluttered that the work cannot be done "by children" but must be done by "highly skilled, licensed professionals." Approaching from the polar opposite direction, others are concerned that youth involved in national service will displace workers, especially at the lower end of the job & wage scale. So which is it?

Can kids really get themselves together enough to make a real contribution?

If they are making a real contribution will they displace workers at the fragile lower end of the job and wage scale?

I hope some information about the City Volunteer Corps experience will help shed some light on both questions.

Five key points for your consideration:

For background I should mention that CVC is chartered to serve only not-for-profit or public agencies.

So the first point is that the not-for-profit agency has to have enough work for an entire team of volunteers (usually 10 to 15 Corps members) before we'll even accept the project. The work has to be important enough for the receiving agency, which we call a sponsor, to provide training and supervision to the volunteers. In essence, we ask all sponsors to evaluate if the work we can complete has real value to them. We make an independent evaluation of the match between the tasks and the skills and abilities of our Corps members. Ninety-two percent of our sponsors, which number more than 400 now, give us a positive approval rating.

Second. A senior representative of labor, Barry Feinstein, of Local 237 of the International Brotherhood of Teamsters, was an original member of our Board of Directors, and continues to serve in that important policy-making capacity. After 5 years and nearly 3 million hours of service, we have yet to receive our first complaint, and we're optimistic about maintaining that good record.

Third. A team does not serve on the same project for more than 3 months, regardless of the sponsor's service needs. We have found this system of project rotation helps our young Corps members learn more about social issues. At their age, they also seem to enjoy the variety.

Fourth. When a team begins a service project, the sponsoring agency usually works with our CVC staff to select service assignments that suit the interests of the volunteer.

Fifth and finally. Many of our sponsor agencies actually face serious problems recruiting young people to their workforce. This is another kind of desperate need, something we need from Alyssa & her friends. It is evident in the small number of young people who want to be school teachers and social workers, in a nursing shortage so severe that New York City actively imports nurses from the Phillipines to supplement its workforce. We are very proud that many of our City Volunteers have chosen careers in public or human service. Alyssa, herself, is going on to nursing school.

In the final section of my testimony, I will respond to the remaining questions posed by Chairman Hawkins and offer remarks on President Bush's statements of last week.

Before proceeding, I thought I should briefly summarize for the record the key elements of the City Volunteer Corps program including some statistics.

We are primarily a full-time service corps, though we do have a part-time component. Volunteers receive a weekly stipend of $97 for expenses. After one year of service they receive a Peace Corps-type cash payment of $2,500 or a college scholarship of $5,000.

City Volunteers work 4 days a week. The fifth day plus one evening are devoted to formal education programs and team-based education activities.

We are currently funded by the City of New York. Our 1989 budget is $6 million. We enroll 750 Corps members each year.

CVC is open to all. With required residential training, service uniforms (which must be purchased by the Corps member), team assignments and team leaders, we intend to be a high-spirited service program in which Corps members feel a sense of sacrifice and giving back to community.

Team leaders are the service supervisor for each group of volunteers. They are also like youth counsellors.

We have school and attendance requirements to help maintain the spirit of the Corps experience and to further promote adult responsibility.

Education programs while in the Corps range from ESL and Basic Education levels through college credit bearing courses.

Service projects include physical work and human service. We only work for not-for-profit organizations and public agencies. Service projects must be demanding and expose young people to a variety of work environments and they must teach Corps members about the issues facing society today.

CVC does exit planning for each Corps member, but we are not funded to do job placement. When we respond to a request for a service project, we do not consider whether the project will impart job skills or job training.

Attachment A is a statistical summary.

Turning now to Chairman Hawkins' questions.

First, how can we attract at risk youth as well as encourage those youth who are not in danger of dropping out of high school to pursue higher education? I don't have any research to cite here; I'll just tell you what young people say to me.

At-risk youth (and they don't like being called that, by the way) join our program because we have a reputation of being good and being tough. They know it's a program for all young people; that it's not a program for drop outs. From experience, I believe they come to us having chosen to make a change in their lives. But that choice alone doesn't spell success.

The grown-ups around them--people like you and me--have to be smart enough to help them set realistic goals for themselves. A high school drop out can join the City Volunteer Corps for one-year. During that time, the chances are very good that drop-out's reading level will increase, in part because we are, comparatively speaking, an intense, longer-term program. But is it fair to send a message to any young person, especially one reading well below the eighth grade level that they can be so far behind and get their GED in one year? It took each of us 12 years to get that far. Why do we keep faulting ourselves for not being able to correct deficits of four and five years in the course of a six month program?

For those who might become part of "The Forgotten Half" because they do not complete a college education, I think making college more reachable academically and economically is crucial.

When we started, we required that the CVC college scholarship only be used for attending college full time. We did not recognize the economics and the academic backgrounds of our young people. Many could not afford just to attend college. So they would work full or part-time and attend school full-time. Many were not ready academically for full-time college. And some of them failed. Now we assess each case, and sometimes encourage students to attend college part-time.

An aside, as a private citizen. Encouraging students to pursue higher education will continue to be daunting, unless someone can get some of these costs under control. I'm reminded of our young City Volunteer who came back for a visit and to meet with her fellow grads. She and her parents are paying $18,000 per year for college. And she's just in the first year.

Finally, you had asked that I comment on the appropriate role for Federal government in promoting youth service and potential drawbacks. I would like to combine these remarks with observations about President Bush's speech last week.

President Bush and his Director of National Service, Gregg Petersmeyer are insistent upon three policy points. First, that his proposal is for a movement, not a program. I've heard reference to not creating a federal bureaucracy. Second in the "true spirit" of volunteer work they propose no bribes or incentives. Third, they issue a broad call to service in all sectors, private and public.

For the record, no one is calling for the creation of a federal bureaucracy here. Many of us do believe that the strong existing network of more than 400 programs across the country deserve your attention, and could be strengthened, stabilized, and enhanced with the addition of dedicated federal funding, instead of borrowing from some related stream of funding or pretending that we're something that we're not. Also, I believe no one is proposing federal funding exclusively.

What would this federal funding pay for at minimum? The most experienced veterans of the volunteer field agree that structure is essential to a meaningful volunteer program. Training, service assignments that are well planned and smoothly executed. Feedback and evaluation. Most volunteer programs include reimbursement for expenses to ensure that all can participate. Federal involvement should create program guidelines and develop strategies for program development. It should make technical assistance available to localities, and create a system of awards and recognition.

Mostly we need bi-partisan leadership, so that community service and national service are something we truly value as a nation.

Yes, this will cost some money. I leave it to those more expert than me to decide how much. I suspect programs do cost more money than movements, but I'll bet we can get a lot more accomplished, too. And shouldn't we get started sometime soon, since times a wasting?

When Alyssa was asked in a television interview if she thought national service was a good idea, here's what she said:

"[National service] will get youth involved in the issues that face the nation today. And maybe they'll feel like a part of things. Maybe they won't feel so alienated. . .like they don't belong. By providing quality national service, youth can really be a part of U. S. history." She went on that service can "give youth today a more positive outlook on the nation's future and make them feel a little better about themselves in the long run. And it will definitely benefit the nation as a whole. Serving in the City Volunteer Corps, I realized there were things I could do to help my City."

Thank you.

Attachment A

CITY VOLUNTEER CORPS
[illegible] BROADWAY
NEW YORK, NY [illegible]
[illegible]

JUNE 1989

CITY VOLUNTEER CORPS

FACTSHEET

The City Volunteer Corps of New York City was founded in 1984 to demonstrate that young people in urban areas can work together to help their communities while building skills and confidence to succeed as adult citizens. As a model for national service, CVC works toward several goals: giving a wide range of service to New Yorkers in need; enrolling young people from all backgrounds to work cooperatively on teams; helping the volunteers make a successful transition to adulthood through learning from service and through a specially-tailored education program; and promoting federal support of national service. CVC's first four years have shown the value of national service to New Yorkers, the nation, and the nation's youth:

I. CVC Attracts a Diverse Group of New York Youth

- CVC enrolls 500 youth at any point in time.
- 400 volunteers work full-time for one year and receive a weekly stipend plus $5000 in scholarship or $2500 in cash. One-hundred high school and college students work part-time while in school and full-time during the summer and also receive pro-rated stipends and scholarships.
- City Volunteers (CVs) come from neighborhoods throughout all five boroughs, and from many different cultural backgrounds (Caribbean, Latin America, India, Pakistan, China, Southeast Asia, native New Yorkers, Native Americans).
- 65% of Corps members are black; 26% Hispanic; 9% Asian and white.
- 48% are male; 52% female.
- 25% of full-time CVs are high school graduates; 75% have dropped out of school.

II. CVs Learn While They Serve

- After the service day, CVs attend classes arranged by CVC with the City University of New York and the New School. Given their diverse backgrounds, the CVs are placed in a wide range of classes: English as a Second Language; Adult Basic Education (for those reading below the eighth grade level); GED; college preparatory classes for high school grade; and college courses.

- CVC arranges summer school for most volunteers, to prevent the loss of skills attained during the school year.

- CVC also sponsors Corps Member Development, eight modules per year that build on the service experience to ensure learning through doing. Modules include the political process, cultural and ethnic diversity, and career planning.

III. Research Illustrates the Special Benefits of Youth Service

- In an audit published in November 1988, the New York City Comptroller found that CVC is a "winner" and "success," where 80% of volunteers obtained employment after CVC, usually above minimum wage, compared with 49% prior to enrollment, and one-half obtained further education. He concluded that these benefits "...coupled with CVC's contribution to the City's public service sector indicate that the cost of CVC... is money well spent."

- The Report of the Mayor's Commission on Black New Yorkers (December 1988) found that "the City Volunteer Corps is the best youth-oriented program sponsored by the Koch Administration."

- The Ford Foundation sponsored research by Public/Private Ventures. Their Fall 1987 study found that enrollees in CVC have the highest completion rate of nine major corps nationally, and the best GED completion rate. They also surveyed sponsors and found a high level of satisfaction with services provided. Finally, they concluded that "the integration and harmony among the different groups serving in the Corps is notable... [the] youth and their team leaders consistently comment on the eye-opening experience of men working shoulder-to-shoulder with women, of blacks and Hispanics getting to know each other, of high school graduates tutoring dropouts, of 'bad attitude' youth being encouraged to shape up by their teammates, and of youth gaining exposure to the wide variety and opportunities of life in the city..."

MB/bj
(1.44)

Chairman **Martinez.** Thank you, Ms. Kong. Professor Harkavy?

Dr. **Harkavy.** Thank you, Congressman Martinez. I want to indicate that I was most impressed with the comments made earlier by the chairman, by you, Congressman Martinez, and by Congressman Owens.

Referring to those comments, Chairman Hawkins indicated that there should be a focus on the re-invigoration of our schools and their communities.

There also was a discussion about the need to work with existing organizations, Mr. Congressman Owens discussed, and your response, Congressman Martinez, that, in fact, we need to work with local organizations.

I would, in part, like to submit that that is precisely why school-based efforts make a great deal of difference, precisely because they are a uniquely American-decentralized institution that can be precisely community-based.

Finally, I would like to—before beginning my general remarks on this—to note the very important point you made, Congressman Martinez, about "it is time for bold action." Indeed, that really is what I believe has called this committee together.

What I would like to do in the time I have before you is to present five general points. That is, first of all, to describe what I believe is the appropriate overall orientation of this kind of program, discuss what universities can do, describe Penn's experience—University of Pennsylvania, where I function as the Director of the Office of Community Oriented Policy Study, and the Vice Dean of the School of Arts and Sciences; what Penn has done with the specific concrete project, called the "West Philadelphia Improvement Corps," and then discuss some of the ideas we have learned, and about how that relates to national service.

I will try to do all of those things briefly, and try to conclude by noting possible directions for this committee's consideration.

First, let me talk about an orientation. I think that there is an agreement that we have heard stated here that civic concern is a crucial aspect of American society. We need to heighten that.

There are two questions we have to look at. Those questions are, how, in fact, to develop the civic passion; and how do we help insure that the service truly benefits those being served?

If I might note, at times, discussion of these issues looms so large with civic passion that we sometimes do not look hard enough on the benefits of those being served. I think that that is the question we have to look at the immediate needs of people and their communities first.

The pressing problems that we face, and my notion is that pressing problem would be to look at, in fact, people in need who are living in conditions of poverty and neglect in this society. That we need to look at those most in need.

In order to do that, it seems to me, we need people oriented and problem-solving oriented service, to help engage those populations in changing their world, their neighborhood, their communities, for the better.

Let me try to put a specific aspect to that general orientation.

I want to discuss what universities can do, and I am going to do that in the concrete case of the University of Pennsylvania and its involvement with the West Philadelphia Improvement Corps.

I believe that the West Philadelphia Improvement Corps is a people-oriented, problem solving, oriented approach.

There is a prior notion to that. That is, that universities, if they engage their academic resources to solve concrete problems in their geographic community, can make a greater contribution to the advancement of knowledge, and to human welfare.

That notion is the notion of academically-based public service. It is service rooted in and tied to the academic mission of institutions. It notes, in fact, that the trichotomy that exists between the three so-called missions of higher education, research teaching, and service, that that trichotomy is a false one.

It is necessary for institutions to unite those missions for the sake of each of them. That they will do better research, better teaching, and better service, if they work with communities; do not research on communities, research with communities; where they, in fact, study problems to help solve problems, and contribute to the solution of those problems, and they learn from people.

That overall orientation then sees, not just the University of Pennsylvania but overall, institutions of higher learning, not only have a responsibility to work with their geographic communities, but they, in fact, would be better institutions.

In part, it is what we heard Mr. Shanker talk about, and what we have heard from these wonderful cases of the schools in Springfield, Massachusetts, and in California, where institutions become mission-oriented institutions.

That is to help solve the real problems of society at all levels. At all levels, of their own communities, from "K," I would like to submit, through graduate education and through, in fact, professorius work focusing on these issues, also.

Let me talk a bit about the West Philadelphia Improvement Corps. Again, I will just provide a bare outline to that, and can take questions if people are interested.

We pick—although I have heard some statements made—we pick as the acronym about not talking about movements, it really is a school-based neighborhood, and school revitalization movement. It is not currently in six public schools in West Philadelphia, in an economically and socially distressed community surrounding the University of Pennsylvania.

Although it initially focussed on the question of engaging youth, it now serves to work toward the creation of staff controlled and managed university-assisted community schools serving the entire population.

That is very important. University-assisted, not university-controlled. Staff-controlled, teachers, and principals. Teachers and principals.

What we pick, and I have submitted in my testimony some statements made about it from Secretary of Labor, Elizabeth Dole, who indicated it is an outstanding example of education, business, labor cooperation, I should also note that we have worked exceedingly closely with both the Philadelphia Federation of Teachers, the Building Trade Council of Philadelphia, in particular, the United

Brotherhood of Carpenters, have played an absolutely outstanding role.

I should also note that in the WIPEC Program, four young people have recently passed the apprentice exam, four seniors, and, now having graduated high school yesterday, have been admitted to the Carpenter's Apprentice Program, one of the schools and have joined starting July 1 in that program. One of the results of the WIPEC project.

The notion of this project that emerged out of a seminar at the University of Pennsylvania. A seminar that was taught in 1985 on Urban University-Community Relationships, focusing on, concretely, Penn and the West Philadelphia community.

I was fortunate to have as a co-teacher in that course the President of the University of Pennsylvania, Sheldon Hackney and the historian, Lee Benson. The role of the president was quite important for gaining an orientation in the city that made people enormously interested.

Every student in this history seminar had to research the notion of how does the university improve its relationships with the community, and four young people studied youth employment.

Those four young people submitted a proposal, the creation of The West Philadelphia Improvement Corps, which was to be a school-based, as I noted before, neighborhood and school revitalization program, but really focusing on, at that time, young people.

They said, as undergraduates often do, "We could do it better and cheaper," because they have a sense of their own abilities. They said, "We can do it better and cheaper," and they brought together existing agencies. It began on a small scale in 1985, and, as I noted before, to be more specific, involves over 400 children, their parents, and community members, in year-round activities, including after-school, during the day academic programs, and, in fact, on Saturdays; activities from building construction, housing rehabilitation, landscaping, concert organ repair, computer workshops, arts and crafts, drama and dance. I can again describe that at some future time.

What that program has also done is to unite all these disciplines at the university, so that activities and seminars, and nursing, medicine, history, social work, education, engineering, landscape architecture, architecture, have all come together to work, to help these schools and communities solve the most pressing problems facing the poor in the United States, particularly in urban areas.

What have we learned from this? We have learned that schools can be the center of the change. That schools, indeed, need not merely reflect their environment, they can change their environment. But they only can do that if they are part of broad-based partnerships.

That schools left alone will not be able to achieve those results, and, in fact, it is working together with business, labor, and higher education institutions, that those changes could be made.

I just should note for the record that in the WIPEC coalition, the Philadelphia Urban Coalition, the Private Industry Council, Federal Government, State Government, Labor Unions, as I noted, and the University of Pennsylvania and other groups have all been working together.

We have also learned that it is hard to develop mutually beneficial partnerships between higher educational institutions and schools.

We have also learned—and this relates particularly to youth service—that it is very difficult to develop mutually-beneficial creative volunteerism. That that is easier said than is often done, and, in fact, we need to think hard about how to develop these problems.

The familiar adage that "it is more blessed to give than to receive," I think has pertinence for our discussions today, because the notion is also often said that volunteers often benefit more than those served.

The task, I believe before this committee, is to assure that all are equally blessed. That those served and those being served are, in fact, equally blessed, and all make contributions.

In order to move on that issue, an undergraduate seminar—another seminar was created on volunteerism in American society, increasing the effectiveness of university college volunteers in the West Philadelphia Public Schools.

How does that get done in a concrete real world case? What we saw as we looked at those issues and what the students did, is that there are an enormous number of problems that exist with volunteer programs that need to be looked at. Resource allocation, placement, coordination among agencies, evaluation and follow-through. They are problems that can be overcome. At this time there is a need for bold action. It can be done if volunteerism is viewed as a serious activity in which visible structures get created.

At a recent conference that was supported by the Commonwealth of Pennsylvania through the good offices of PennSERVE in particular and Mr. Briscoe, there was a Delaware Valley Conference on university college volunteers and public schools. All of the higher ed's in the vicinity and school districts attended. The students in the seminar I mentioned presented an integrated system linking West Philadelphia Schools and the university and student volunteers.

They call for a whole range of things, but among them were Federally-supported pilot demonstration project, to engage higher eds and local schools in partnerships to transform at-risk schools in their communities.

Taking that orientation that they presented, I would like to provide six general ideas to the consideration of this committee, thoughts on youth service.

The first notion that I would like to indicate is whatever legislation has passed needs to be seen as a first step, as part of an ongoing policy and ongoing process of learning an actual demonstrations. This has been said before, research alone won't do it and there is a need for what I would call "action-based research," real world developments, real world initiatives, and library-based research and brought together; first step.

Second, I again commend the comments made on this by the Committee, that this program, this legislation should focus on corp problems of society. Specifically, it should focus on the problem of transforming "at-risk" schools and their communities, specifically dealing with the issue of this scandalously large number of Americans living in conditions of poverty and neglect and, therefore, how specifically can those communities and schools be transformed.

Third, it should link other efforts to help the disadvantaged and it shouldn't be part of an overall strategy to make a difference to help establish a sense of hope and possibility.

It should forth focus on the schools, focus on the schools as the institution that most naturally can bring together partnerships, that most naturally can engage all segments of the population, activate all segments of the population, educate all segments of the population, and make substantive differences in these neighborhoods.

Also, another point would be to focus on organization building. To focus on institutions and not individuals is a primary thrust, I believe, for this kind of legislation. The notion, if we are going to transform communities and schools, is to engage institutions, to involve all of the institutions in this society. Specifically this means focusing on institutions with coordinating structures that would be created to bring them together.

A very important connected point then is the creation of pilot projects among school districts and higher educational institutions, indeed, though, with its matching money provided by those school districts and by the higher educational institutions, where there is a primary thrust on leveraging and, in fact, giving those supports, for instance, to higher eds who have proven that they take volunteerism seriously, who have had a track record and it is by engaging the institutions, as I would argue, with higher eds in schools districts, that we could obtain both more and more effective volunteers.

I want to end this testimony on perhaps a disarming note because I will note not only do physical constraints lead to this leveraging principle, and the coming together of programs, but even if resources were plentiful, I would argue for demonstration learned from experience approach.

I would argue for that approach because these are very difficult questions and we need to show successes. There needs to be at this time no false promises and no false new beginnings to the poor. They have had too many new beginnings turn into the same old ending, too many false promises remain unfulfilled.

The question is to make this part of the overall development, to really make a difference and I believe that if national service begins carefully, modestly, deliberately, and creatively and has as its focus the transformation of at-risk schools and their communities, I do believe that it will signal a real new beginning for those most in need.

It will prove by its early successes the concrete value of public service to the individual and society and it will most significantly generate hope that through our combined efforts, the lives of all Americans can be made better. I thank you very much.

[The prepared statement of Professor Ira Harkavy follows:]

TESTIMONY OF
IRA HARKAVY
UNIVERSITY OF PENNSYLVANIA
BEFORE THE
COMMITTEE ON EDUCATION AND LABOR
U.S. HOUSE OF REPRESENTATIVES

JUNE 28, 1989

Mr. Chairman and Members of the Committee:

In 1910, the American philosopher, William James wrote an essay entitled "The Moral Equivalent of War." In that essay, he called for creating a spirit of solidarity, unity of purpose, selflessness and honor through civic rather than military engagement. James directly stated that there should be "instead of military conscription, a conscription of the whole youthful population to form for a certain number of years a part of the army enlisted against Nature." James used the term nature to refer to the injustices and problems that afflicted American society during the early years of this century.

During the closing years of this century, the call to instill a civic passion among the young is coming from a wide variety of sources. As in James' day, the question is not whether civic concern, an ethic of service, and youth serving others are good for the individual and society. The questions rather are the necessarily linked questions of how to encourage the development of civic passion and how to help insure that service truly benefits those being served.

These questions should be linked questions because there is a tendency for the goal of creating civic passion to loom so large that the needs of those in need may be forgotten. As we all know, for service to be effective and for it to achieve the larger goal of creating genuine long-lasting solidarity, it must place the immediate and concrete problems of people and their communities first. It should be service to help solve, in particular, the myriad interrelated problems facing the scandalously large number of Americans living in poverty and neglect. And it should be service that helps communities engage in direct, immediate and constructive activities that concretely improve conditions. That kind of people-oriented, problem solving oriented service has as its most important result the development of feelings of hope and confidence among those receiving assistance—hope and confidence that they can indeed change their lives for the better.

The University of Pennsylvania's work with the West Philadelphia Improvement Corps (WEPIC) attempts to be both people and problem solving oriented. It springs from the notion that universities can make increasingly significant contributions to both the advancement of knowledge and the improvement of human welfare if they direct their academic resources toward helping to solve the concrete, immediate, real-world problems of their local geographic communities. We have called this approach academically-based public service, service rooted in, and intrinsically tied to, teaching and research. Among other things, it is an approach that seeks to integrate the research, teaching and service missions of the university, while also spurring intellectual integration across disciplines. In putting academically-based public service into practice through work with WEPIC, we have seen undergraduates play a particularly significant role.

WEPIC is a school-based neighborhood and school revitalization movement that is working with six public schools in the economically and socially distressed area surrounding the University of Pennsylvania. Although initially focusing on youth, WEPIC is designed to produce staff controlled and managed, university-assisted, comprehensive community schools that involve, educate, serve, and activate all members of the community. The program emerged from research of Penn undergraduates in a Spring 1985 honors history seminar on "Urban Universities-Community Relationships" that I co-taught with Penn's President Sheldon Hackney and History Professor Lee Benson. Each undergraduate in that seminar focused his or her research on a problem in the West Philadelphia community. Four students studied the issue of youth unemployment. That student research resulted in a proposal to create a better and cheaper youth corps--a youth corps that would utilize existing agencies and resources.

The proposal received financial support and a program of 50 youth in 5 West Philadelphia neighborhoods was set to begin in July. The MOVE fire on Osage Avenue in Philadelphia radically changed both the size and schedule of the program. WEPIC was asked to involve all of the young people affected by the fire and to begin the first week in June. Needless to say, the visibility of the program was significantly increased. At any rate, WEPIC focused much of its activity around a neighborhood elementary school--the Bryant School. Murals were painted around the school building, trees were planted, and a general clean-up of the area occurred. From the positive reaction of the neighbors, we began to see that public schools could function as centers of neighborhood revitalization. During the fall of 1985, WEPIC became an after-school program at Bryant. Some of the teachers increasingly linked the after-school projects to their teaching during the day. The making of Christmas wreaths for the families affected by the MOVE fire became, for example, the focus for math lessons.

From that elementary school, the project spread to a large comprehensive high school, two middle schools, and two other elementary schools. WEPIC is currently a year-round program involving over 400 children, their parents and community members in landscaping, housing rehabilitation, concert pipe organ repair, construction work, community history projects, work with the elderly, graffiti and litter removal, mural painting, computer workshops, recreation, arts and crafts, drama and dance. WEPIC has also utilized the work of subsequent Penn seminars in history, medicine, architecture, nursing education, engineering, landscape architecture, communications, and social work.

In a recent address to an American Federation of Teachers/Department of Labor Conference on "Participatory Leadership: School and the Workplace," Secretary of Labor Elizabeth H. Dole described WEPIC and its concrete accomplishments as follows:

> "Let me depart a moment to relate to you a very moving story of business-labor-education cooperation, called the West Philadelphia Partnership, which has significantly touched the lives of all concerned. A subsidiary of the Partnership called the West Philadelphia Improvement Corps (WEPIC) acquired a dilapidated row house, and with cooperation of local craft unions, the Philadelphia Federation of Teachers, the local school district, the State of Pennsylvania, and the Philadelphia Area Labor-Management Committee, not only rehabilitated the structure, but the lives of a group of at-risk youth as well. Teachers and the school district provided a curriculum and instruction which linked the real world skills of the building trades with academic subjects. Members of the United Brotherhood of Carpenters tutored the students alongside their high school teachers. As a spin-off

project, ... public schools opened "Saturday schools", which instruct some 250 students [and adults] in a range of subjects. The community has been revitalized in substance and spirit, and the Federal grant money involved has been leveraged by a factor of 10 through community support and participation by the various participating individuals and organizations.

But that is not all. Four high school seniors tutored by members of the Carpenters' Union and the Philadelphia Federation of Teachers, have just passed the entrance test for the Carpenters' Apprenticeship Program. Upon their graduation from high school in a few weeks time, they will have beaten the odds against them and embarked on a real career in an honest and respected trade.

That is our task ... to educate every child to their highest potential ... to find the means to inspire them ... to use every input to develop the modes of instruction that can reach them."

As Secretary Dole's description makes clear, a school need not merely reflect its environment, but it can change its environment for the benefit of its students and the entire neighborhood. A school can be a center for change, however, only when it becomes the center of a broad-based partnership, involving a variety of organizations and institutions, including colleges and universities. A public school, as a neutral institution, belonging to all members of the community, is particularly suited to be the catalytic hub around which local partnerships are generated and formed. Indeed, the business-labor-education cooperation, which, as Secretary Dole notes, is the very basis of WEPIC, is carried-out in practice through school-based programs and activites.

An important aspect of these school-based programs is that they benefit each of the partners involved. This is certainly the case when college students have been involved at the various WEPIC schools. Let me provide just one example.

This past academic year, Julie Dressner, a student in a seminar on creating community schools, was working as a tutor at a center for WEPIC--the Turner Middle School. Julie decided to tutor in part to learn more about the school she was studying in seminar. One day as Julie was leaving Turner, the art teacher commented on her "artsy" clothes and asked Julie if she was an art major. Julie responded that although she was not an art major, she was an artist of sorts—a potter. The art teacher, Leslye Clemmons, remarked that there was an entire pottery studio that was not in use because of her lack of knowledge of the craft.

Under Mrs. Clemmons' direction, Julie established a pottery studio and taught both sixth and eighth grade classes two days a week. She served as a volunteer on Saturdays, teaching pottery in Turner's community school program; and functioned as an assistant and translator for a renowned potter who was the school's artist in residence for a brief time. Julie, moreover, was given access to the Turner pottery studio for her own work—Penn does not have ceramics facilities. Finally, Julie wrote a superb thesis entitled "Towards a Multicultural Social Studies Curriculum for the Urban Community School: A Pottery and Cultural Studies Workshop at the Turner Middle School, as a Case Study." Julie's experience illustrates the kind of creative mutually-beneficial volunteerism that can emerge from academically-based public service and a genuine working partnership involving a university and a local public school.

Establishing a working partnership between a university and a local public school is, however, an enormously difficult thing to do. And creative, mutually-beneficial volunteerism is certainly the exception rather than the rule. Among other reasons, this is why we have emphasized academically-based public service, rather than traditional student volunteerism. The familiar adage that it is more blessed to give than to receive may, in fact, be helpful when thinking about volunteer programs. That is, volunteers, it is often said, receive more benefits than those being assisted. The key goal, of course, is to be sure that both the volunteer and those being assisted are equally blessed. For that to happen, for both parties to truly benefit, requires hard and serious thought.

Undergraduates in a WEPIC-related history seminar on "Voluntarism in American Society: Increasing the Effectiveness of University/College Volunteers in West Philadelphia Public Schools" have been doing just that. The seminar has, for example, found that university-public school volunteer programs frequently suffer from a perfunctory analysis of needs and resources, haphazard placement, inadequate training, and poor coordination, follow-through and evaluation. To remedy these and other difficulties, volunteering has to be seen as a serious activity. As such, the students concluded that well-supported, visible structures with on-site coordinators are necessary for effective, meaningful and mutually-beneficial volunteerism.

A little over a week ago, these students presented their findings at a "Delaware Valley Conference on University/College Volunteers and Public Schools" co-sponsored by the University of Pennsylvania, National Association of Partners in Education, National Community Education Association, Commonwealth of Pennsylvania Department of Labor and Industry, Commonwealth of

Pennsylvania Department of Education, PennSERVE, Pennsylvania Community Education Association, School District of Philadelphia, Philadelphia Federation of Teachers, and Pennsylvania Association for Volunteerism.

The conference, which involved representatives from higher educational institutions and school districts from throughout the five county area of Southeastern Pennsylvania, Southern New Jersey and Northern Delaware, examined and assessed current volunteer activities and looked to ways to improve volunteerism in the future. It was agreed that the meeting would be merely the beginning of a continuous productive dialogue among institutions of higher education, among school districts, and among institutions of higher education and school districts on how to develop outstanding, mutually-beneficial volunteer efforts. A number of representatives of higher educational institutions have, for example, already agreed to form a Delaware Valley Consortium on University/College Volunteers and Public Schools that would include a summer training institute for representatives of higher educational institutions and school districts.

The students' presentation at the conference specifically focused on using the University of Pennsylvania and West Philadelphia public schools as a case study for an integrated user-supplier volunteer system. The students discussed the appropriate roles and activities that different institutions including Penn, West Philadelphia Partnership, Pennsylvania Department of Education, School District of Philadelphia, West Philadelphia subdistrict, and local public schools may play in such a system. They noted that an integrated, decentralized system required different coordinating structures at different kinds of institutions. They also noted that the next phase of their research would be increasingly focused on working to understand and help create the appropriate structures for each organization. Relating the Penn/West Philadelphia case to the issue of national youth service, the Penn undergraduates called for Federally-supported pilot demonstration projects to engage institutions of higher education and local public schools in effective partnerships to help transform at-risk schools and their communities.

Let me take that notion and expand upon it so as to provide some thoughts as to how national youth service legislation might look. These thoughts emerge from a combination of library-based and action-based policy research focused on our work with WEPIC. We have learned a great deal over the past five years from linking these two complementary approaches. The strategy of creating pilot projects, in part, stems from my belief that learning from actual demonstrations as well as from more general sources is necessary for an effective understanding and the formulation of effective broad-based policy. More specifically, I believe that any Federal legislation should be seen as the first step of a process involving ongoing learning, research, and program development.

The support provided for national service should be relatively modest and linked to other efforts to help America's poor and disadvantaged. The support should not be focused on individuals, but rather on institutions. That is, funds should be provided for the creation of organizational structures that are designed to produce both more and more-effective volunteers.

The institution that should be at the center of the legislation is the public school. There are a number of reasons for this choice. Most obviously, that is where young people are found. More important, schools are the most strategic institutions that we can change. As discussed throughout my testimony, schools can function as environment changing institutions. They can attract, involve and engage the entire population of an area. And schools can, more than other institutions in American society, attract support from a wide variety of agencies, organizations and businesses.

Focusing on our schools also enables us to get at the fundamental problem facing our country--the failure of our educational system. Stated directly, the growth of an increasingly dynamic skills-based economy requires an increasingly skilled and educated work force. Schools in general, and urban schools in particular, are not producing individuals with the skills, attitudes, and problem solving abilities that are so desperately needed. Millions of individuals are therefore at-risk of being left outside the economic mainstream, consigned to lives of hopelessness and despair. And America's competitive position is at risk unless schools are changed to meet the unprecedented demands of the late twentieth and the emerging twenty-first centuries.

For reasons, then, of both economy and effectiveness, I am convinced that a national service program should be school-based. Before briefly sketching what the legislation might do, I should note that schools have another virtue--they allow for a decentralized, localistic, community-based response to problem solving. The decentralized neighborhood school is in many respects a uniquely American institution. Although it is a local institution par excellence, it is able to operate effectively only with support from the state and national governments. As such, it exemplifies the great power of American federalism--democratic, local decision making within the context of a national system.

I would see national service legislation providing matching money to a select number of school districts and higher educational institutions for the purpose of establishing and strengthening organizational mechanisms to promote effective volunteer programs. Funds would be targeted to those colleges and universities, for example, that have provided their own support for an organizational structure, have a proven track record and have exhibited a serious commitment to promoting effective volunteerism. Finally, the funds would be provided on a sliding scale based on ability to pay. For example, richer colleges and universities might receive 20% Federal funds and provide 80% of their own monies for an organizational structure. For poorer institutions, the percentages could be reversed.

The suggestions I have offered provide only a bare outline for national service legislation. The approach does, however, have the strength of attempting to create numerous multiplier effects. It recognizes that there is only a limited amount of money available for such efforts. Every dollar, therefore, must count. The emphases on focusing national service on core problems, linking it to other efforts to help the disadvantaged, focusing it on schools, and leveraging matching funds are designed to maximize the impact of the program. More generally, the organizational-building orientation of the proposal is rooted in the assumption that existing institutions must be actively engaged if we are to change the conditions of America's multiply-distressed communities.

To conclude on a somewhat disarming note. Even if resources were more plentiful, I believe that a demonstration, learn-from-experience approach makes the most sense. It makes the most sense because there are a great number of questions that need to be resolved before anything like an effective large-scale national service effort can be mounted. We must avoid at all costs false starts and false promises. The poor have seen too many new beginnings result in the same old sad ending and too many promises remain unfulfilled.

If a national service program begins carefully, modestly, deliberately and creatively, and has as its focus the transformation of at-risk schools and their communties, it will, I believe, signal a real new beginning for those most in need. It will prove by its early successes the concrete value of public service to the individual and society. And it will, most significantly, generate hope that through our combined efforts the lives of all Americans can be made better.

Mr. **Martinez**. Thank you, Professor Harkavy. We have had a new deal, we have had a new beginning and I don't know what we are going to call this one. We have the war on poverty and the war on drugs and we didn't win them anymore than we won the Vietnam War.

So, I really don't know where we are going, but we have got to do something. You talk about school's involvements, right now I am talking generally, not about specific incidences, but aren't the schools really isolated from their communities now?

Mr. **Harkavy**. Congressman, my sense is that is, in fact, the future as Mr. Shanker indicated in part of schools in the United States, but it need not be this way. There is a growing movement that we have heard by members of this panel of a change and the change is that schools cannot meet their function of educating young people unless they are part of helping to transform the neighborhoods these young people live in.

We can no longer afford as a nation a situation where our schools are failing because we can't compete then as a society in the world that we live in. So, rather than consigning millions of young people to situations of hopelessness, schools are changing and I think that what you are beginning to see now and will increasingly see is a return to how schools often functioned in a previous state.

Comprehensive community schools are not a new found invention by academics. They are deeply rooted in the American tradition of decentralized institutions that teach democracy. They are deeply rooted in a whole educational history of the United States and with my colleagues on this panel have indicated, they are reinventing at a higher level what happened before, at a higher level because the society needs it more than ever.

So, yes, Congressman, they have been isolated in the recent period, but we are learning that the schools can't do it alone, and for our society and the functioning of those schools, change is happening.

Mr. **Martinez**. Thank you. Ms. Kong, you referred in your testimony about the proposal of the President and they are particularly interested in movement rather than program. To me movement means like when you say no to drugs because it doesn't cost anything to tell them to say no to drugs, but program to them means it is going to cost some money because we are going to have to actually do something concrete.

Do you really understand what they mean by "movement" rather than "program" because to me it is confusing?

Ms. **Kong**. No, I didn't. I am willing to wait to see if they have more specifics on their proposal, but I think we should be asking them exactly what they have in mind. I do believe that if you think of the two goals in mind which is youth development for the purpose of learning more about citizenship and providing service that you can't get that out of a movement, you can get it out of fully funded programs.

Mr. **Martinez**. Is there a fear on the part of the Administration and should we be scared off by the label of creating another new bureaucracy or creating a bureaucracy?

Ms. **Kong**. The folks I have been working with in the field—we all refer to the 400 programs that are working now—none of us are looking for a new bureaucracy. What we are looking for is the stability and the expansion potential that Federal funds can offer us.

We found something that we think works and we would like to see it expanded and only Federal funding can help us with that.

Mr. **Martinez**. That goes back to what Professor Harkavy said, you know, we don't have to reinvent the wheel. The wheel is already out there; all we have to do is find the motor to drive it and part of that is the stability you talked about.

That has been presented before in testimony. Let me take a moment to say that your testimony was very succinct and to the point and you really covered the whole nuts and bolts of it and it was very, very good testimony.

The thing that I am concerned about as we try to progress here is that we get bogged down with the idea that there is not enough money or there isn't appropriations for it, but it is funny how we find money and we will fund programs, for example in the next week or so for the super collider.

Now, we are suppose to be behind that 100 percent because it improves things, it enhances the quality of life, but for whom? For those who can afford it because they have the money to buy the energy that it produces, but how about the quality of life for those who can't afford it.

When do we take the money and the time to afford programs that improves the quality of life for people at the very bottom end of the spectrum, that really need it so that they might be able to receive some of that quality of life.

That is a question that I keep asking and I haven't gotten a substantial answer yet. I think that if we want to, we can find the money for a program like this simply because it is important and because it is going to cost us less in the long run.

Someone testified earlier that a program that they participate returned a $1.31 for every dollar invested. I see that in a program like the Job Corps, for every dollar invested, a $1.41 is returned. Even when the Administration in trying to do away with Job Corps tried to insist that it was closer to a $1.20 than it was a $1.77, that if I were a businessman, and I was a businessman before I got into Congress, if I could make 20 percent profit on every dollar I invested, I would be ecstatic, and so that is a profit any way you look at it.

I am going to have to rush off because there is another vote and I don't want to miss anymore votes today, although there are a lot of questions that I haven't asked of you. I want to commend all of you, especially Mr. Jones, because you come from an area that I am very familiar with.

You know, I am from East L.A. and I grew up in neighborhoods where there were plenty of gangs and I know that it is not always easy to take the high road and do the things that are right and responsible because you always have others pulling at you trying to get you back into their misery or their gang activity and everything else.

So, it really takes courage for a person in that kind of environment to come forward. I talked to a young man—he was enrolled in Job Corps and determined to make something of himself—and I asked him because so many of the young people in there are dropouts, I said, "Are you a dropout?"

He said, "No, I am not a dropout; I am a forceout," and I wondered, "What do you mean by that?", and he says, "My environment, my family life, and society forced me out because it didn't provide the tools that I needed to stay in."

He said, "But I am doing something about that now because I found some tools that they did provide and I am taking advantage of them." He pointed very proudly to a poster in his dormitory. It was a poster from a Marine Corps unit that he was going to be a part of because he had already signed a contract with Marine Corps for when he graduated from Job Corps and got his high school equivalency degree.

He had signed the contract to receive that kind of training. I don't have any doubt that that young man isn't going to succeed. It took him courage, it took you courage, it takes people like you to turn things around. It takes courage for young people to volunteer to do things like you do in consideration of other people other than yourself.

That unselfishness is what we have got to try to change this country to be and it was once that way. In recent years, everybody is looking out for themselves and to heck with everybody else. But I think we have an opportunity to change that attitude in America and in changing that attitude, we can all be bettered by it.

Thank you very much for coming before us. We are adjourned.

[Whereupon, the meeting adjourned at 1:05 p.m.]

[Additional material submitted for the record follows.]

generations united
a national coalition on
intergenerational issues and programs

℅ CWLA, 440 First Street, NW, Suite 310, Washington, DC 20001-2085, (202) 638-2952

June 15, 1989

The Honorable Augustus F. Hawkins, Chairman
House Education and Labor Committee
U.S. House of Representatives
Washington, D.C. 20515

Dear Representative Hawkins:

GENERATIONS UNITED: A National Coalition On Intergenerational Issues and Programs which is comprised of more than 100 national organizations representing Americans of all ages believes that national service is an ideal embodying the best of American values. These values include a concern for others, active contributions by individuals to the life of the community and working together as partners to meet major social challenges in American society.

We believe that the most effective programs in our emerging national service system share certain common principles which distinguish them from traditional volunteerism and public service work or training programs. And since our coalition is in the unique position of representing Americans of all ages, it is from this perspective that we recommend a comprehensive national service system that recognizes Americans of all generations as valuable resources capable of making important contributions to their communities and the nation.

Therefore, as the House prepares to craft comprehensive National Service legislation we ask that you consider the attached "Principles On National Service" approved by the Public Policy Committee of **GENERATIONS UNITED**.

GENERATIONS UNITED stands ready to assist you in the development of a comprehensive, intergenerational national service system and urges your support of the attached principles.

CWLA Child Welfare League Of America, Inc.   The National Council On The Aging, Inc. NCOA

generations united
a national coalition on
intergenerational issues and programs

Sincerely,

David Liederman

David Liederman
Co-Chair, Generations United
Executive Director
Child Welfare League of America

Jack Moskowitz

Jack Moskowitz
Co-Chair, Generations United
Public Policy Committee
Vice President Government Relations
United Way of America

Daniel Thursz

Daniel Thursz
Co-Chair, Generations United
President
National Council on the Aging

John Rother

John Rother
Co-Chair, Generations United Public Policy Committee
Director, Legislation Research & Public Policy
American Association of Retired Persons

generations
united
a national coalition on
intergenerational issues and programs

% CWLA, 440 First Street, NW, Suite 310, Washington, DC 20001-2085, (202) 638-2952

GENERATIONS UNITED PRINCIPLES ON NATIONAL SERVICE

Our society has enormous need for service in such fields as health, education, conservation, and care for the young and old. Generations United: A National Coalition On Intergenerational Issues and Programs supports a comprehensive approach to National Service which would build on existing service programs as a way Americans of all ages could help meet many of these needs.

Generations United also views national service as a way to fulfill one of its four stated purposes which is "To participate in endeavors that bring the generations together for service to the community and to one another."

National Service has garnered significant attention in the media, the Congress and the new administration. A variety of National Service bills have already been introduced in the 101st Congress and it is expected that several more will be introduced this year. Generations United will use the following principles to evaluate and take positions on the various proposals when necessary.

Generations United: A National Coalition On Intergenerational Issues and Programs endorses proposals for national service which:

o Recognize that adequate administrative and financial support are essential to the success of programs in a national service system

o Recognize people of all ages as resources and provide all generations with opportunities to serve in ways that will enhance their self-esteem, knowledge, leadership, employability, sense of caring for others, and commitment to their communities.

o Provide substantive and sustained service meeting widely acknowledged service needs

Furthermore, Generations United believes that a national service system should encompass the following features:

GENERATIONS UNITED PRINCIPLES ON NATIONAL SERVICE-continued

o Existing and new service programs for older persons and youth should coordinate with other service programs.

o All service programs should provide opportunities for people from different backgrounds and cultures to work together and learn from each other.

o All programs should offer incentives and rewards in order to encourage participation and to emphasize the value our society places on the ethic of service.

o Program options should include a range of service opportunities including part-time and full-time, volunteer and compensated as appropriate. Participation in National Service Programs should not be a precondition for eligibility for existing needs based programs.

o All service programs should assure that participants receive the supervision, training and supportive services necessary for successful participation.

o Participants in service programs should not displace paid workers.

o All service programs should be an integral part of the communities they serve, responding to local needs and strengthened by local resources, support and participation.

o Service programs should be operatered through a variety of vehicles including non-profit organizations, state and local governments, schools, public-private partnerships, and national and federal programs.

o New national service programs should expand and support existing service models that are successfully operating in thousands of communities throughout the country.

o Funds for new national service programs should be used to leverage additional private and public support for service programs, with governors, corporations and foundations as full partners in this effort. New national efforts should not compete with local programs in efforts to secure private support.

CWLA CHILD WELFARE LEAGUE OF AMERICA, INC.
440 First Street, NW, Suite 310, Washington, DC 20001-2085 • 202/638-2952 • FAX 202/638-4004

WESTERN OFFICE
762 W. Cypress Avenue
San Dimas, CA 91773
714/599-4065
FAX 714/599-7291

PRESIDENT
Mo Bell Hurley

VICE PRESIDENTS
Jane K. Paine
John C. Colman
Martha Stennis

SECRETARY
Charles A. DeGrandpre

ASSISTANT SECRETARY
James M. Karel

TREASURER
George T. Hubbard

ASSISTANT TREASURER
Richard H. Fleming

BOARD OF DIRECTORS
Paul H. Anderson
Carol Armstrong
Wayne Bennett
Joyce M. Black
Judith S. Black
Lydia Cameron
Renaldo Cardona
Raymond P. Carpenter
Marilyn Cox
Nan Dale
Ralf G. Dickson
Anna Duncan
Jeanette Duncker
Timothy L. Fitzharris
Mark R. Hall
Nic L. Knoph
Bennie L. Lewis
Robert K. Massey
John F. Merchant
Emily Palmer
Richard G. Phillips
Norman W. Powell Jr., Ed.D.
Joan F. Putnam
Ann Reynolds, Psy.D.
John L. Roberts
Elizabeth Rohatyn
Lucy M. Sayre
Judith Sherman
E. Norman Sherry, M.D.
Maria E. Springer
Msgr. Bryan O. Walsh
Bruce W. Warr
Charyle A. Wills
Ruthann S. Yamanaka

HONORARY MEMBER
Mrs. Ben W. Heineman

EXECUTIVE DIRECTOR
David S. Liederman

DEPUTY DIRECTOR
Joyce Strom

WESTERN OFFICE DIRECTOR
Jean McIntosh

June 23, 1989

The Honorable Augustus F. Hawkins, Chairman
House Education and Labor Committee
U.S. House of Representatives
Washington, DC 20515

Dear Mr. Chairman;

The Child Welfare League of America appreciates your leadership on national youth service and requests that the following comments and principles be included in the record of the June 28,1989 hearing on National Youth Service.

The enclosed "Principles for National Youth Service" were adopted by the Board of The Child Welfare League of America, a national association of 525 leading public and voluntary agencies throughout the country.

We request that you consider incorporating these principles into the final version of national youth service legislation. We particularly urge you to include the following specific reference to outreach to youth who are "aging out" of the foster care system:

> **National Youth Service programs could provide otherwise unavailable opportunities for youth who are "aging out" of foster care. Therefore, programs in a national service system should make special efforts to recruit youth who are "aging out" of foster care, who are homeless, or are otherwise disconnected from their communities.**

CWLA and its 525 members throughout the country stand ready to assist you in crafting National Youth Service legislation that reaches out and enables all young people to contribute through service.

Sincerely,

David S Liederman

David S. Liederman
Executive Director

CHILD WELFARE LEAGUE OF AMERICA, INC

CWLA PRINCIPLES ON NATIONAL YOUTH SERVICE

National Youth Service programs could provide otherwise unavailable opportunities for youth who are aging out of foster care and should include provisions that make special efforts to recruit that population and other at-risk youth who are disconnected from their families and communities.

Therefore, CWLA endorses youth service opportunities which:

- o Provide substantive and sustained service meeting widely-acknowledged community needs
- o Develop young Americans in ways that enhance their self-esteem, education, leadership, employability and sense of caring for others
- o Promote the concept of young people as community resources

Furthermore, CWLA believes that youth service programs should include the following features:

(1) Programs should make special efforts to recruit youth who are "aging out" of foster care, who are homeless, or are otherwise disconnected from families and communities;

(2) Programs should be entirely voluntary and non-participation should not disqualify young Americans from any existing educational loans, grants or opportunities;

(3) Programs should include an inservice educational component and post service education and job training access and benefits;

(4) Programs should assure that young people from different backgrounds have opportunities to work together and learn from each other;

(5) Programs should be administered through a variety of vehicles including community-based organizations, non-profit organizations, local governments, public-private partnerships, and schools;

CHILD WELFARE LEAGUE OF AMERICA, INC.

(6) Programs should be an integral part of the communities they serve, responding to local needs and strengthened by local resources and support; and,

(7) Programs should provide for a range of service opportunities including intergenerational experiences, services to children, tutoring, and other human services as well as housing rehabilitation, conservation and military service.

CHILD WELFARE LEAGUE OF AMERICA, INC

June 22, 1989

Statement by David S. Liederman, Executive Director, Child Welfare League of America on the "Points of Light Initiative"

We applaud the President's leadership in challenging the nation to become engaged in a movement of community service, and are particularly pleased that young people are being called on to lead the movement. The "Points of Light Initiative" can be an important component of a larger national service system that reaches out to youth who are disconnected from their communities and unlikely to be associated with a school, business or religious group. These young people are valuable untapped resources in their communities but they need stipends and other supports in order to be able to make their contributions. The President's proposal is a good first step but cannot be viewed as the answer to a comprehensive national service system or a substitute for increased government spending on housing, child care, education, child welfare and social services.

CHIEF STATE SCHOOL OFFICERS • COUNCIL •

June 28, 1989

The Honorable Augustus F. Hawkins
Chairman, Education and Labor Committee
U.S. House of Representatives
Room 2181 RHOB
Washington, D.C. 20515

Dear Chairman Hawkins:

We respectfully submit the a statement of our Council as presented by Judith Billings, State Superintendent of Public Instruction of the State of Washington, in support of federal legislation to promote school based community service programs.

We would be pleased to consult with you and other Committee Members in your efforts to draft a comprehensive youth service bill.

Thank you for this opportunity to submit this statement for your record.

Sincerely,

Gordon M. Ambach

Education
. . . a sound investment in
AMERICA

President
VERNE A. DUNCAN
Oregon Superintendent
of Public Instruction

President-Elect
WILLIAM B. KEENE
Delaware Superintendent
of Public Instruction

Vice President
(VACANT)

Directors

RICHARD A. BOYD
Mississippi Superintendent
of Education

JERRY L. EVANS
Idaho Superintendent
of Public Instruction

HERBERT J. GROVER
Wisconsin Superintendent
of Public Instruction

RUTH E. RANDALL
Minnesota Commissioner
of Education

WERNER ROGERS
Georgia Superintendent
of Schools

CHARLIE G. WILLIAMS
South Carolina Superintendent
of Education

Executive Director
GORDON M. AMBACH

NATIONAL & COMMUNITY SERVICE

A Statement of the Council of Chief State School Officers

Submitted to the

Subcommittee on Elementary, Secondary, and Vocational Education;
Subcommittee on Human Resources; Subcommittee on Postsecondary
Education; Subcommittee on Employment Opportunities; and
Subcommittee on Select Education

By
Judith Billings
State Superintendent of Public Instruction
State of Washington

June 28, 1989

Education
. . . a sound
investment in
AMERICA

COUNCIL OF CHIEF STATE SCHOOL OFFICERS
379 Hall of the States, 400 North Capitol Street, N.W., Washington, D.C. 20001-1511
202 393-8161 • FAX 202 393-1226

Mr. Chairman and Members of the Committee, I thank you for this opportunity to testify on proposed legislation to encourage youth service. My statement represents the views of state superintendents and commissioners of education across the nation through our Council of Chief State School Officers. We commend Chairman Hawkins, Congressman Ford, and other Committee Members for their leadership in considering legislation to provide more extensive opportunities for youth to serve their communities.

Our Council endorses the following key principles for federal support to expand youth community service programs:

1. Elementary, secondary and postsecondary students should be eligible to participate in community service programs.

2. School-based community service programs should be well-connected to the student's academic and vocational study. The concept of community service should be integrated into the K-12 curricula, with opportunity for student reflection on and analysis of the experience.

3. School-based community service programs should include: training for teachers, administrators, and placement supervisors; collaborative efforts

for projects with youth serving organizations, private sector organizations, community-based organizations, and colleges and universities; and evaluation components.

4. Community service programs should include educational components to help disadvantaged students acquire basic skills and attain high school equivalency diplomas.

5. Although community or national service legislation may be voluntarily connected to receipt of a government benefit, such service should not be a requirement for receiving federal student financial aid.

6. School-based community service programs should be administered by state and local education agencies.

For the past year and a half, the Council of Chief State School Officers has engaged in activities to encourage the development of effective youth community service programs, focusing primarily on school-based programs for youth in grades K-12. We urge this Committee to include in any omnibus youth service legislation a component to support the expansion and development of quality school and campus-based community service programs. We further urge you to base the school component on the principles we have endorsed.

School-based community service is important for three reasons:

First, American elementary and secondary education has encompassed, since its beginning, the mission of instilling the value of good citizenship. Research and experience shows that most students learn best by applying and practicing abstract concepts. School-based community service integrates the concept of service into the curricula and involves students in the practice of service.

Second, elementary and secondary schools can provide opportunity for all youth -- without regard to ability, socio-economic status, race or ethnicity -- to participate in effective community service activities.

Finally, school-based community service expands a young person's cognitive development outside of classroom study. In some cases school-based service programs re-engage disinterested students at risk of dropping out. School-based community service programs offer such youth experience, perhaps for the first time in their lives, of what it is like to serve and to make a difference in their communities.

Youth community service embodies the best of American values -- concern for others, active participation in and contributions to the life of the community, sharing and working with others toward common goals. Today, more than ever, there is a need to call young people to serve. We applaud that and urge federal leadership in the advancement of the youth service agenda in this country.

Thank you, Mr. Chairman and Members of the Committee.

ASSOCIATION OF THE UNITED STATES ARMY

2425 WILSON BOULEVARD, ARLINGTON, VIRGINIA 22201-3385 (703)841-4300

STATEMENT BY

GENERAL JACK N. MERRITT, USA RETIRED

EXECUTIVE VICE PRESIDENT

ASSOCIATION OF THE UNITED STATES ARMY

BEFORE THE

ELEMENTARY, SECONDARY & VOCATIONAL EDUCATION SUBCOMMITTEE

HUMAN RESOURCES SUBCOMMITTEE

POSTSECONDARY EDUCATION SUBCOMMITTEE

EMPLOYMENT OPPORTUNITIES SUBCOMMITTEE

SELECT EDUCATION SUBCOMMITTEE

OF THE HOUSE EDUCATION AND LABOR COMMITTEE

U.S. HOUSE OF REPRESENTATIVES

FIRST SESSION, 101ST CONGRESS

NATIONAL SERVICE

28 JUNE 1989

THE INSTITUTE OF LAND WARFARE
A U S A

A Statement to the
Elementary, Secondary & Vocational Education Subcommittee
Human Resources Subcommittee
Postsecondary Education Subcommittee
Employment Opportunities Subcommittee
Select Education Subcommittee
of the House Education and Labor Committee
U.S. House of Representatives

28 June 1989

I am General Jack N. Merritt, USA retired, Executive Vice President of the Association of the United States Army. I very much appreciate this opportunity to present to you today the views of our Association on national service legislation presently being considered by this Congress.

Service to the nation is central to the idea of service in our Armed Forces. Accordingly, our Association supports the concept of national service for our youth. The value of early involvement in public service is inestimable in my view. However, any specific form of national service ought to be compatible with the fundamental requirements of national defense; it would be conceptually inconsistent for it to be otherwise.

I am aware that you have at least four different national service proposals before you. But rather than comment on each one individually, I thought it might be more helpful to you if I were to describe just a few of the basic needs of the Armed Forces as they relate to manpower. In this way you will be able to judge each national service proposal by how well it does or does not meet these military service needs.

What are these needs of the Armed Services? Let me list four of them. As a retired Army general officer I will confine my comments to the Army, however, I am confident that much of what I have to say applies to the other Services as well.

Need #1. Capability of the Force. As I said, the defense of the nation is and must remain our number one priority. This capability demands quality people. Existing aptitude and educational standards for Army service must be maintained as well as current medical and moral standards. The total number of accessions into the Army needs to be sufficient to support congressionally approved end strength and force structure (the number and type of units). The pool of first term soldiers has to be sufficient to provide an adequate base from which to select the future noncommissioned officer corps. The distribution of accessions by skill and length of enlistment must support Army requirements. Terms of service should be long enough to offset the investment in training. The Army at its present strength and force structure can readily accept between 15,000 and 20,000 two-year enlistments. An amount above this figure increases personnel turbulence and training costs. Could a larger number be acceptable? Of course. But at some financial cost and at some larger number there would be effectiveness costs as well. Personnel officials from each of the other Services have testified recently before the Armed Services Committee that they do not want any two year enlistees.

Need #2. Army must continue to be competitive. The Army must remain competitive in the youth market with the civilian portion of national service, and with the other Services. Incentive programs mandated solely for the Army should continue because of the rigors of Army life which are less readily appealing than life in other Services. These include the Army College Fund and a limited two-year enlistment. Other incentives must compete favorably with benefits for civilian service. The longest terms of national service should be for service in the military.

Need #3. Demographic Composition of the Army. It is important for the Army to remain representative of the nation's population mix. Recruiting should continue on a gender and racially neutral basis. No national service proposal should attempt to skew the current geographic, socio-economic, gender, and racial balance of the Army in the interests of social engineering. The Army must not be made a sociological test tube; it is and must remain an armed, strategic, combat ready force prepared to fight and to win.

Need #4. Funding. In this time of fiscal constraint and budget deficits funding a new program such as national service ought not come at the expense of current Defense Department or Service programs. Congress will have to authorize and appropriate funds to cover any increased costs associated with a new program. For example, the additional cost associated with 50,000 two-year enlistments compared to an equal number of enlistments for three years is about $150 million and involves additional manpower in the training base. I should also point out that many current essential Army programs go under funded; to impose a new program on the Army without adequate additional funds would be imprudent at the least.

Finally, let me say just a few words about testing a national service program. In the opinion of AUSA almost any national service program will compete with military recruiting in the youth market. There are bound to be other costs and impacts that remain unseen until a program is implemented. Therefore, this Association believes it would be prudent to test any national service program. We believe such a test would help to determine its feasibility, its impact on military recruiting in a shrinking youth market, and the costs associated with such a far-reaching program.

Thank you for providing me and the Association of the United States Army this opportunity to express our view of national service for America's youth.

TESTIMONY OF DONALD J. EBERLY

HOUSE COMMITTEE ON EDUCATION AND LABOR

JUNE 28, 1989

Mr. Chairman and Members of the Committee:

I am Donald J. Eberly, executive director of the National Service Secretariat and of the Coalition for National Service. The Secretariat was founded in 1966 to stimulate and facilitate the serious consideration of national service and as a source of information on national service.

The Coalition for National Service was founded in 1986 and comprises some 150 individuals and organizations which favor a voluntary national service that would challenge all young people to serve, that would pay stipends to those in full-time service, that would link service with learning, that would award a GI Bill for the further education and training of those who serve, and that would create a national service foundation to administer national service in a decentralized fashion. Further details are available in the Coalition's publication entitled National Service: An Action Agenda for the 1990s (5140 Sherier Place, NW, Washington, DC 20016).

Today I am testifying in my primary position, that of United States citizen. As a citizen, I have been a student of national service for some 40 years. During this time, I have been involved in all aspects of national service -- military and civilian, domestic and international, and as a volunteer, administrator, researcher and advocate. Much of what I have learned about national service during this period appears in my latest book, National Service: A Promise to Keep (John Alden Books, 1988).

From my perspective, it appears that we are now on the threshhold of the greatest advance toward national service since the introduction of the Peace Corps in 1961. This progress is due in large measure to the commitment to national service of several of the nation's political leaders.

I applaud President Bush for his renewed pledge last week to create a national service foundation and for his proclamation that "from now on in America, any definition of a successful life must include serving others."

I applaud Sen. Nunn, Rep. Dave McCurdy and the Democratic Leadership Council for their bold national service plan that caught the attention of the nation's educators and many others.

I applaud Rep. Panetta, Rep. Morris Udall and others for their persistence in proposing legislation that would build on small but successful state and local youth service programs by establishing financial incentives to increase their size and make it easier for other states and localities to establish similar efforts.

And by no means least, Mr. Chairman, I applaud you for your sustained efforts over decades to give all young Americans opportunites for constructive work experience so they can become contributing members of society and realize their personal potential as human beings.

In 1985, Chairman Martinez of your Subcommittee on Employment Opportunities posed several questions to me about national service and I responded with a long statement. What I said then is still germane to your present deliberations. However, I shall not repeat it as it is in the printed record (Serial No. 99-52) of the hearing of September 27, 1985.

What I will focus on today is the issue that faces you and your fellow members of Congress; namely, how to craft a piece of national service legislation that is right for the future of the United States. I shall make recommendations in three areas; namely, (a) the elements to include in the bill, (b) a suggested level of appropriations, and (c) an outline of two national service pilot projects that I think will best provide the information needed for the future directions of national service.

First, I would include in the bill the Panetta-Udall-Dodd measure that would provide matching grants to states and localities with youth service programs. The number of 18-24 year olds in full-time civilian youth service has grown very slowly in recent years because of the lack of federal support. Since reaching 5,000 at the end of 1983, enrollment climbed only to 9,000 at the end of 1988. And those figures include the number of 18-24 year olds in both VISTA and the Peace Corps. Given the present size of the state and local programs, and given the interest of other states and cities in starting their own such programs, I believe the suggested appropriation level of $152 million is the correct one.

Second, I would include Part I of Senator Kennedy's bill that would stimulate student volunteering and would add to its quality by relating service to learning and learning to service. Instead of his figure of $100 million a year for five years, I would start with $30 million a year and add to that in a way that maintains a high quality program. Mr. Kennedy's figure of $500 million over a five-year period is about right for making constructive service-learning opportunities available to all high school and college students.

Third, I would create one or more pilot projects to teach us things we do not already know about national service. I am astonished when I read some of the things editorial writers and others claim is not known about national service. If we repeat tests of what is already known, it will do little to advance the debate over where national service should go. The major unknowns have to do with the impact of national service (a) when all young people in a community have a chance to serve, and (b) when a community is assured of as many national servers as it needs. At the conclusion of my testimony, I outline a set of pilot projects that I am confident would add substantially to what is know about national service. It would cost $15 million in the first year in which young people serve and $292 million over its eight-year life span.

Fourth, I would accept President Bush's proposal for a national service foundation. A national service participant exhibits characteristics that are at times those of (a) a volunteer, (b) an employee, (c) an intern, and (d) an apprentice. A new entity is needed to house an agency that will handle a new set of resources. Each of the above programs should be operated out of this national service foundation.

I would then move Mr. Bush's "YES to America" activities -- which appear to be limited to unpaid volunteers -- to ACTION, the federal volunteer agency; or to VOLUNTEER, a private sector organization that was spun off by ACTION some years ago.

Fifth, I would double the size of VISTA and transfer it from ACTION to the new national service foundation. VISTA has all the characteristics of national service and only some of the characteristics of a volunteer program as Mr. Bush is using the term. That would cost $22 million.

Sixth, I would charge the Commission on National Service Opportunities that would be created by the Panetta-Udall-Dodd Bill with the additional function of exploring a National Senior Service Program and outlining projects to test their ideas.

In my judgment, these six steps would enable the United States to benefit from what is known about national service while conducting tests to determine the future directions of national service. An expenditure of $219 million can be paid for from the savings of demobilizing 30,000 active duty military service personnel now in Europe and still leave a balance of some $400 million.

A PAIR OF PILOT PROJECTS

Outlined below are designs for what I consider to be the two most critical national service pilot projects. They will tell us things that can be learned only from testing in real life. One will tell us how many young people will volunteer for various national service options; the other will tell us how many national servers a community can usefully engage. The results can be extrapolated to give much more accurate national estimates than the figures we use today.

At the same time, the projects will test the ideas put forward by Senators Nunn, Pell, Mikulski and others in recent legislation. For background information on the suggested projects, see pp. 114-128 of National Service: A Promise to Keep.

The Service Choices Project. This test project will run for eight years and will offer a variety of civilian and military options to the young men and women of the selected area as they become 18 years old. A four-year cohort -- those 14-17 during the first year of the project -- will become eligible when they turn 18 and will remain eligible to enter service until the end of the seventh year. They will then be ages 21-24 so it will give us a fairly good test of service choices by 18-24 year olds.

The 18 year old cohort comprises about 1.4% of the population so a typical area of one million population should have about 14,000 gaining eligibility each year. Of that number, I estimate some 2,100 will enter military service and 3,500 civilian service. The largest group of entrants will be 18-19 year olds.

The first year of the project will be devoted to organizing, data gathering, registration of 17 year olds, and orientation of the public and nonprofit sponsors.

While most civilian service will take place in the given SMSA, arrangements will be made with existing youth service programs -- especially conservation corps -- to accept participants from the test area.

Here are the steps a national service foundation would take to get the project under way.

1. Invite SMSAs of 750,000 to 1,250,000 population to submit proposals for hosting the pilot project. Proposals will have to demonstrate that they have the support of community educators, business people, union leaders, young people, the volunteer-nonprofit sector, and city and county governments. The socio-economic profile of the SMSA should be fairly close to that of the USA. Examples of SMSAs that are within the population range are Albany, Birmingham, Buffalo, Dayton, Greensboro, Indianapolis, Memphis, Milwaukee, Oklahoma City, Portland (OR), Rochester (NY), and San Antonio.

2. As soon as the site is selected, obtain baseline data on demographics, unemployment, poverty, crime, welfare, etc. Some of these measures will entail new surveys since, e.g., the monthly unemployment data from BLS for a community this size is

not very accurate.

3. Invite all residents of the selected SMSA who turn 17 during the first year to register for national service. Everyone who registers will receive an information packet describing the various options (see No. 5 below). Registration of 17 year olds will continue for four years.

4. As registrants become 18, they will be asked to make choices along these lines (administrative actions follow in parentheses):

a. "I want to begin service now." (Report to a given address for interview.)

b. "I expect to enter Option X on (date)." (Keep registrant informed of possibilities in area of choice and invite for interview a few weeks before date indicated.)

c. "I may decide to serve sometime in the next several years." (Keep informed by way of general newsletter.)

d. "I have no intention of serving." (Note in data file.)

5. Here are the options:

a. Enter the Armed Forces under one of the existing enlistment plans.

b. Enter the Armed Forces for two years at two-thirds the normal salary and receive a $20,000 educational benefit or a $7,000 cash bonus on completion of the two-year enlistment.

c. Enter full-time civilian service for one year. Receive weekly stipends of $120, health benefits, life insurance, and a choice of a $7,500 educational benefit or $3,000 in cash on completion of service. Those opting for a second year of service receive weekly stipends of $140 and a choice of $10,000 educational benefit or $3,300 cash. (The educational benefit for two years of civilian service would total $17,500.)

d. Enter part-time civilian service (two weekends a month plus two weeks in summer) with a commitment of at least three years. Receive no stipends. Receive choice of $2,500 education benefit or $1,000 cash per year of service.

e. Make no choice but retain the option of making a choice within the life of the project.

Throughout the life of the project, maintain good statistics on everything counted in the base-line survey and on the decisions made by eligible young people. Emphasize hard data, keeping attitudinal surveys to a minimum.

The Needs Project. This project will run for six years and will measure a community's absorptive capacity for national service participants. As in the Service Choices Project, SMSAs of about one million population will be invited to submit proposals and will have to demonstrate that the full community will cooperate on the project.

Sponsors may be public agencies or nonprofit groups which meet human or environmental needs and which neither discriminate nor violate other boiler-plate regulations. To guard against make-work positions, sponsors will be required to provide the necessary supervision, training and 10% of the participant's stipend in cash. Sponsors will be encouraged to raise the cash from local civic clubs, unions, businesses, churches, etc., and to connect members of such groups with national servers in mentoring relationships.

Sponsors may also engage participants who serve only two weekends a month plus two weeks in the summer, and the elderly who serve part-time for $5 an hour. As with those in full-time service, sponsors should provide necessary supervision, training and a cash contribution proportional to time in service.

Emphasis during the first year will be on orienting the potential sponsors to the nature of the project, identifying positions for which national servers are needed, and collecting data on such things as service needs and the number of volunteers and employees engaged by the respective sponsors. At the beginning of year two, as the first participants enter service, there should be a few thousand positions in a few hundred agencies.

Administration of the projects. The test projects should be directed by the national service foundation cited above. The national service foundation should play the major role in project design and evaluation while the grantee should play the major role in local administration.

I estimate unit costs on the civilian side at $10,000 per year of service and $7,000 for the post-service benefits.

Ideally, the test projects should be carried on in separate SMSAs. Budget considerations may dictate that they be done in the same SMSA.

ESTIMATED NUMBERS AND COSTS

The budget will have to be somewhat open-ended because of the nature of the experiment. Estimated numbers and costs are given below for the Service Choices Project. I assume that the military costs will be picked up by the Pentagon budget. Numbers and costs for the Needs Project probably would be about the same, with a slightly smaller number of full-time participants balanced off by a number of part-time volunteers.

Year	Enter Civilian Service	Enter Military Service	Civilian Service ($mill)	Civilian Benefits ($mill)	Total Civilian ($mill)
1	(40)	(1600)			
2	1500	1700	$15	-	$15
3	2500	1900	25	10	35
4	3500	2100	35	17	52
5	4000	2100	40	25	65
6	3000	2000	30	28	58
7	2000	1900	20	21	41
8	1000	1800	10	14	24
Totals (Yrs 2-8)	17,500	13,500	$175	$115	$292

STATEMENT
OF
STEPHEN A. JANGER, PRESIDENT
CLOSE UP FOUNDATION

PRESENTED TO

THE JOINT SUBCOMMITTEE HEARING OF THE
COMMITTEE ON EDUCATION AND LABOR
ON
VOLUNTARY COMMUNITY SERVICE
THE HONORABLE AUGUSTUS HAWKINS, CHAIRMAN

AUGUST 4, 1989

Mr. Chairman, distinguished members of this Committee, my name is Stephen Janger. As President of the Close Up Foundation, it is my distinct privilege to present this testimony.

I would like to express my personal thanks to you for conducting this series of hearings and for your commitment to explore ways to create incentives *and* opportunities for young people to become involved in community service. It is personally heartening to witness the growing recognition of the importance of giving back to one's own community. All of us at Close Up share your stated feeling that community and national service efforts, where necessary, should be linked with educational goals.

It is our belief at Close Up that voluntary community service and good citizenship go hand in hand. We are convinced that community service is as beneficial to the individual as it is to the community. For nearly 20 years we have strived to impart this message to young people.

DEMOCRACY AND INDIVIDUAL RIGHTS

Close Up was founded with a singular mission: to teach young people about their rights and responsibilities in our pluralistic democracy. We wanted to demonstrate to students that government is both accessible and responsive, and that a single voice *can* be heard. We believe that democracy works best at all levels when citizens participate in the political process. We also believe that we need participants who have the capacity to judge and evaluate the actions of their representatives. In short, we work to inspire individuals to become *informed and active* citizens.

Each of us is a citizen with rights and responsibilities, whether we take an active or a passive role. For this reason, Close Up's work has always involved students and educators of all backgrounds, regardless of geographic location, academic or leadership ability, physical handicap, or economic circumstances. We involve students and teachers from all 50 states, the District of Columbia, the Commonwealth of Puerto Rico, the United States territories and other former United Nations Trust Territories in the Pacific. And although we traditionally have worked with high school students and their teachers, over the years we have identified other groups to serve, such as senior citizens and recent immigrants. We have designed special curricula for their participation in our Washington Program.

In order to reach as many individuals as possible and to reinforce our message of community involvement, Close Up has also developed a series of outreach activities such as the Citizen Bee competition, high quality academic publications, a nationally aired weekly public affairs television program, and community-based government studies programs.

CLOSE UP VOLUNTEER NETWORKS

Close Up is not intended to be simply a one week experience. We help participants identify ways to channel their enthusiasm into community efforts when they return home. The result has been the establishment of strong volunteer networks across the country.

Each of our activities is given life by countless volunteer hours of service by parents, teachers, students, and civic leaders. Senior participants take our message of personal involvement seriously and have undertaken a wide variety of activities in their communities. They become involved with our students to establish intergenerational programs both here in Washington and throughout the country.

Our student participants return home inspired to create community-based programs for their peers, and in the case of our Program for New Americans, for their parents as well. I would certainly be remiss not to also mention the significant amount of time Members of Congress and congressional staff, both here in Washington and in home districts, devote to Close Up's educational activities. These volunteer efforts are truly a source of great pride at Close Up.

We have spoken with a number of our alumni who now reside in the Washington area. Without exception, all have indicated that the decision to pursue a career in public service was strongly influenced by their Close Up experience. Mr. Chairman, while it is gratifying to know that Close Up has touched so many lives, we believe that we cannot afford to wait until high school age or beyond to instill a strong sense of community pride and personal responsibility.

CIVIC INVOLVEMENT FOR MIDDLE SCHOOL STUDENTS

Almost three years ago, Close Up initiated discussions with a number of educators, Members of Congress, and the National Association of Elementary School Principals (NAESP). We wanted to find a way to reach younger students in a meaningful way. The educational and developmental experts we consulted pointed to grades five through eight as the critical "gateway" years. The more research we did, the more we were convinced that a civic education program for this age group was much needed. It had to be not only instructional, but also inspirational and enjoyable. It was important to develop a program that worked for all kinds of kids -- an educational equalizer, if you will.

In responding to the need for such a program, a strong bipartisan coalition of Members of Congress took the lead to sponsor a congressional initiative. Congress chose to honor the Office of Speaker, the highest constitutional officer in the Legislative Branch of government -- the branch closest to the people. And Congress acknowledged "the need to improve the level of civic literacy of American elementary school students."

CIVIC ACHIEVEMENT AWARD PROGRAM IN HONOR OF THE OFFICE OF SPEAKER OF THE HOUSE OF REPRESENTATIVES

The Civic Achievement Award Program (CAAP) is composed of three basic components: the Learning Project, the Research Project, and the Civic Project. The Learning Project provides students with a common body of knowledge relating to American history, government, geography, economics, culture, and current events. CAAP provides them with a comprehensive, coherent view of this information and teaches students how to make connections between what they are learning in each of the areas and how each is related to the others, to society, and to their own lives.

The materials for this component consist of essays, study sheets, a map, and a timeline from which test items are drawn. The test, however, is a mastery test. Students are encouraged to continue to take the test until they pass -- until they know the information. Both students and teachers indicated that CAAP demonstrates that learning can be enjoyable and that the program helps students establish a positive self image.

> To tell you the truth, I didn't know a thing about history. I used to fail every test. But, thanks to your book I was able to pass the last test we took. I went from a 59, which is a "fail," to a 72, which is a "C."
>
> What I like most about this program are the questions that the book asks. They are very good questions, because they ask you things that you really have to think about, not just "when did Christopher Columbus discover America?"

The Research Project teaches students that the ability to find information and to communicate it to others is necessary for full participation in our democracy. The project requires students to gather and process information using libraries and other sources and to report their findings. In carrying out this second component of CAAP, students gain verbal and written communication skills and increase their reading, organizational, and analytical abilities.

The Civic Project complements the Research Project by having students conduct research on a civic issue of their own choosing. It then takes them further by requiring them to identify alternatives, assess the consequences of the alternatives, select the alternative they think will best address the issue, and express their opinion publicly. In most cases, students, working cooperatively in groups, will then take some initial form of civic action under adult supervision.

Mr. Chairman, let me give you an idea of some of the community service projects our CAAP students have done during the pilot and field test years:

- Students identified fire code violations in their school. They worked with the fire department to research the problems and determine possible solutions. Students and members of the fire department presented their findings to the School Board, and funds were appropriated to correct the violations.
- Students developed an "adopt-a-grandparent" program in which they chose an elderly person to help for a period of several weeks. Students volunteered their time to help the "adopted" individuals, such as running errands, grocery shopping, cleaning house, doing yard work, and helping the seniors pay bills.
- Students developed an educational campaign promoting the importance of writing to one's representatives about issues of concern. They produced a booklet outlining the hows and whys of communicating their concerns by letter, distributed it to citizens in their community, and wrote letters to their representatives. In the booklet, the students stated:

> We believe that the power is in the written word. With just the cost of a postage stamp, we can change the future. Even though we are not voters, we feel strongly about such issues as drug abuse, environmental protection, and education. For the cost of a twenty-five cent stamp, our class members expressed our views on important issues to our U.S. representative.

Participating students receive a certificate, signed by the Speaker of the House of Representatives and the House Minority Leader. Special gold stars and a congressional seal are affixed to the certificate as a sign of successful completion of all three projects. In many cases, CAAP certificates are presented to the students in an awards assembly. This past spring, several Members of Congress attended the assemblies to make the award presentations.

Mr. Chairman, you should know that the response to this congressional initiative has been overwhelmingly positive. Even though the program was conducted on a limited pilot and field test basis, you and your colleagues can take great pride in knowing that your actions of two years ago have inspired some 30,000 young people. Each has a newfound sense of the concept of civic responsibility and the benefits of community service. During this current academic year (the launch year), depending upon the level private sector resources, the CAAP program will involve between 60,000 and 500,000 students.

RECOMMENDED CRITERIA FOR NATIONAL SERVICE PROGRAMS

It is encouraging to note that many educational organizations and institutions are exploring ways in which to strengthen service components of their own programs. For example, I recently had the opportunity to keynote the national conference of the Parent Teacher Association (PTA), and I would like to include a few recommendations that I shared with the PTA about community service based upon the Close Up experience. As you consider these issues, I would respectfully suggest that several key criteria be kept in mind:

1. Opportunities should begin early. Elements of any approach that is ultimately accepted should reach into the lowest elementary grades. Indeed, service opportunities should be encouraged for Americans of every age.

2. Programs should not discriminate between the rich and the poor. Questions of incentives and compensation need to be carefully thought out. Disadvantaged youth should have the opportunity to be "givers" as well as "receivers."

3. Programs, when school based, should reinforce or enhance the curriculum and allow students to make critical connections between their studies and the real world.

4. Programs or approaches also should contain intrinsic educational goals. Opportunities must be built in to reflect upon, share, and process the service experience. Volunteers need to be able to articulate what impact they have had and what they've learned about the problem and about themselves.

The Civic Achievement Award Program is a model designed to meet these key criteria, and, after two years, has proven to be an effective tool in involving young people in meaningful community service. It also meets needs that have been recently substantiated by a number of major studies and reports.

A few months ago, the Carnegie Council on Adolescent Development, for example, issued findings after a two-year study examining the risks and opportunities of the adolescent years. Among its conclusions, the Carnegie study recommends that:

- special attention should be given to the middle school years
- curriculum should promote critical thinking skills
- curriculum should include a community service component

These recommendations reinforce our own evaluations of the CAAP model. The compatible findings of the Carnegie study and the CAAP evaluations should provide this Committee with the assurance that education and community service are an effective and powerful combination.

We at Close Up welcome the opportunity to work with Congress to strengthen and expand the CAAP program and to develop other significant ways of responding to this growing national priority.

Thank you.

○